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CITY OF FREMONT
FREMONT, CALIFORNIA

PHASE I DIAGNOSTIC APPRAISAL
PARKS DIVISION

[Fremont Public Services
Parks division]
Representative Munic. Parks Fremont

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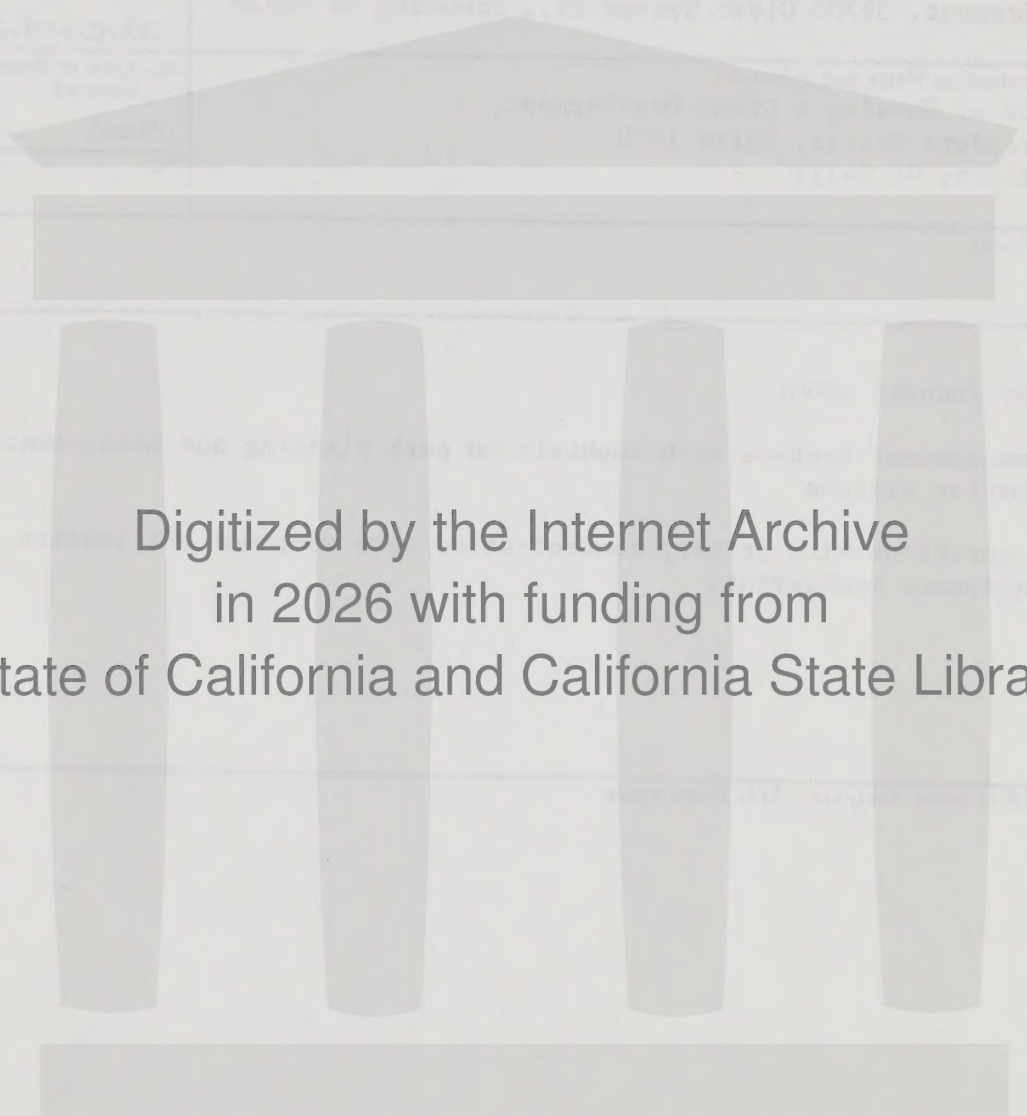
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UNIVERSITY OF CALIFORNIA

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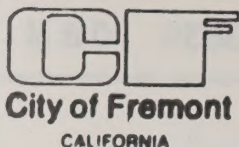
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MANAGEMENT SERVICES DEPARTMENT
RESEARCH REPORT

REPORT NO.

75-1

CMO FILE NO.

10734.3

DATE

January 10, 1975

PAGE 1 OF 3

DON DRIGGS
CITY MANAGER

TRANSMITTAL OF PHASE I DIAGNOSTIC APPRAISAL - PARKS DIVISION

We are pleased to submit to you our final report on the diagnostic appraisal of the organization and operations of the Parks Division. Phase I of this study was conducted during November and December, 1974, and focused upon:

- . Park management systems with emphasis on park planning, personnel management and development, and management information systems;
- . Park operations with primary concentration upon manpower utilization and equipment management.

This report includes: (1) identification of issues for analysis, (2) definition of the situations creating the issue, (3) specification of the methods to resolve the situation, (4) evaluation of the costs and benefits of the methods, and (5) identification of the schedule of implementation and priorities.

The major findings and priorities for policy and mangement considerations are summarized below.

POLICY CONSIDERATIONS

- . Develop parks in increments of five acres.
- . Review the policy of highly developing each park site.
- . Determine the desired level of maintenance service for parks.
- . Revise the present job classification system for the Parks Division.
- . Input park maintenance concerns into the revision of the Subdivision Ordinance and ensure proper review of Subdivision Plats.
- . Evaluate the present policies regarding the development of medians and backup lots.
- . Terminate the leases of four park sites from the Fremont Unified School District.
- . Examine the possibility of establishing positive incentives for increased performance.
- . Concentrate park acquisition efforts on community parks.

MANAGEMENT CONSIDERATIONS

- . Develop a Parks Work Planning and Performance Monitoring System.
- . Revise the personnel examination process for Park Maintenance Worker I.
- . Integrate park maintenance concerns into the parks design process through development of a Departmental Operating Instruction.
- . Simplify the parks design process.
- . Input costs of maintaining a park site into considerations of park development.
- . Explore the possibility of decentralizing park operations.
- . Explore the possibility of decreasing the seasonality of park operations work effort.
- . Explore the possibility of making greater utilization of part-time labor during the summer months and decreasing reliance on permanent staff.
- . Explore methods to increase the utilization of the Hi-Ranger.
- . Explore the possibility of using part-time labor to get equipment ready and clean it up.

BUDGETARY CONSIDERATION

- . Consolidate the weed spray program through purchase of a spray rig.

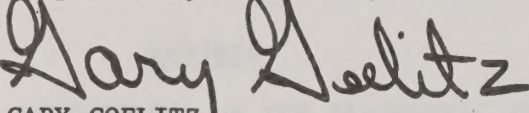
The findings and recommendations developed in the diagnostic appraisal will provide the foundation for Phase II which consists of implementation of the recommendations.

It should be noted that throughout the report, strengths as well as opportunities for improvement were identified. The Parks Division was found to have many innovative, progressive, and efficient operating and service features and these are highlighted. It is estimated that annual cost reduction and cost avoidance will be approximately \$60,000 through the implementation of the proposed improvements.

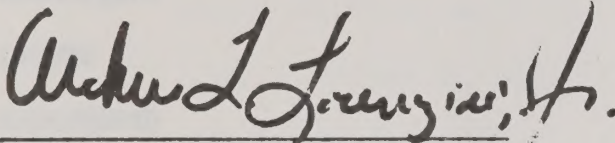
This diagnostic appraisal is the result of a collective effort on the part of Larry Milnes, Public Services Manager; Ted Harpainter, Park Superintendent; Frank Fisher, Park Supervisor; Lincoln Fong, Associate Landscape Architect; Kathy Ulibarri, MT/ST Operator; Sue Helmholtz, Management Intern; and all of the other Parks Division personnel. The most important part of any analytical effort is the cooperative concern for improvement. Such a concern for improvement was shown at all levels throughout the study.

It is our desire this report prove useful as a decision-making tool in the Parks Division of the Public Services Agency.

Respectfully submitted,

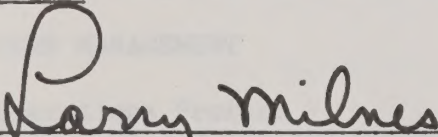


GARY GOELITZ
Administrative Assistant I

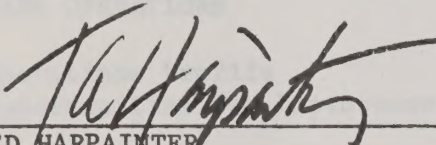


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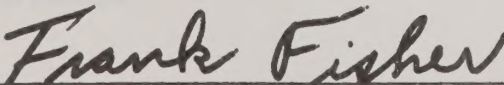
Concur:



LARRY MILNES
Public Services Manager



TED HARPAINTER
Park Superintendent



FRANK FISHER
Park Supervisor

Attch.

cc: Public Services Manager
Parks Superintendent
Parks Supervisor

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I. METHODOLOGY OF THE DIAGNOSTIC APPRAISAL

The appraisal which was conducted between November 1 and December 6, 1974, covered all field and office operations under the jurisdiction of the Parks Division. The appraisal had three overriding goals:

- . To determine if there are problems associated with the structure and functions of the organization, its staffing patterns, and its facilities;
- . To establish controls not only over the present work performed within the Division to enable greater cost effectiveness, but also over the amount of work effort to be performed in the future; and
- . To determine if the organization, staffing and facilities are adequate to meet long-range objectives.

Within these general goals, specific issues to be examined during the appraisal were to:

- . Identify the current organization functions and staffing patterns;
- . Determine the degree to which goals and plans have been established to guide the department;
- . Define the average productivity level of employees and the reasons for low productivity and opportunities for improvement;
- . Evaluate the Work Planning and Control System;
- . Examine utilization of equipment and supplies.

In conducting the appraisal various industrial engineering techniques were employed. The most important of these were as follows:

- . Activity studies of maintenance crews over periods of 4 to 8 hours. These included crews from park maintenance, landscape maintenance, street trees, and renewal.
- . Daily logs were prepared by each crew for a period of two weeks. These were analyzed for work content, delays, non-productive activity, and travel time.
- . Work sampling studies were conducted to evaluate manpower utilization and establish problem areas.
- . Key personnel were interviewed to ascertain the organization structure, general operating characteristics and problems in assigned areas.
- . Available equipment cost and staffing statistics were studied.

The season during which the appraisal was made, the prevailing weather and the short time available all combined to limit the scope of the study by restricting the number of observations possible and direct observation of fair weather activities. In spite of these limitations, it is believed that the data obtained is sufficient to identify significant opportunities for improvement and further exploration.

II. ISSUES

The Parks Division staff members identified issues which they wished to see examined prior to the beginning of the diagnostic appraisal. The issues were as follows:

1. Stationary manpower versus roving crews.
2. Decentralization of park operations.
3. Utilization of a staggered shift.
4. Increase usage of part-time labor.
5. Standardization of materials and equipment.
6. Restructure the management information system.
7. Examine the supervisory span of control.
8. Improve the communication network between the office and the field.
9. Review the incentive system.

III. BACKGROUND

1. The goal of the Parks Division is to provide a more livable environment.

The goal as presented in the 1974-75 budget is as follows:

To provide a more desirable environment for Fremont citizens by implementation of recreation and landscaped elements of the General Plan and a variety of accessible, beautiful, healthful and safe physical facilities for members of the community of all ages within orderly ecological guidelines.

2. The Parks Division has five sections: Administration; Parks Design; Street Trees; Landscape Maintenance; Park Maintenance; and Renewal.

The Parks Division is a division within the Public Services Agency. The Parks Division program structure includes Administration, Parks Design, Street Trees, Landscape Maintenance, Park Maintenance, and Renewal. There are presently 42 full-time positions within the Division including 3 in administration, 3 in Parks Design, 7 in Street Trees, 10 in Landscape Maintenance, 13 in Park Maintenance, and 6 in Renewal. In addition, the division also currently has 16 CETA employees.

The responsibilities of each section of the Parks Division is as follows:

- . Administration which includes the leadership of both the office and field activities, and clerical support.
- . Parks Design which includes those activities performed which relate to the design and development of parks and other beautification areas and selection and inspection of street trees.
- . Street Trees which includes those activities directed towards planting and maintenance of street trees.
- . Landscape Maintenance which includes activities conducted to maintain the landscaped areas on City right-of-way.
- . Park Maintenance which includes activities and work elements performed whose primary objective is to maintain the park system in such a way as to maximize its recreational and leisure-time use.
- . Renewal which includes activities performed to repair and develop parks and park facilities, planting of park and public landscaped areas, maintenance of groundskeeping equipment, and special projects.

An organizational and program structure chart clearly defining the responsibilities of each sub-program are shown in Exhibits 1 and 2.

3. The present park system is highly diversified.

Fremont has a wide assortment of parks ranging from 1.1 acres at Plaza Park and 1.3 acres at Highlands Park to the 412 acre Central Park. The City also has five categories of parks:

<u>Category</u>	<u>Acreage</u>	<u>Number of Parks</u>	<u>Percentage of Total Acreage</u>
City-wide park	412.00	1	61.4
Community park	108.26	7	16.1
Neighborhood park	97.25	21	14.5
Historical parks	36.55	5	5.5
Trail parks	<u>16.50</u>	<u>3</u>	<u>2.5</u>
	670.56	37	100.0

The Fremont General Plan Policy Text differentiates these categories as follows:

- . Neighborhood and Community Park.

Neighborhood and community parks should be located to serve the leisure needs and stimulate social interaction within the areas they are located. The neighborhood park

PARK DIVISION

PARK SUPERINTENDENT

(1) Secretary

Park Supervisor

Design Section

- (1) Associate Landscape Architect
- (1) Assistant Landscape Architect
- (1) Landscape Coordinator
- (1) Engineering Aide (CETA)

Street Tree Section

- (1) Park Leadworker
- (1) Park Maintenance Worker II
- (5) Park Maintenance Worker I
- (1) Public Service Worker II (CETA)

Renewal Section

- (1) Park Leadworker
- (2) Park Maintenance Worker II
- (2) Park Maintenance Worker I
- (1) Park Equipment Mechanic
- (1) Assistant Maintenance Worker (CETA)
- (1) Public Service Worker II (CETA)

Park Maintenance Section - South

- (1) Park Leadworker
- (1) Park Maintenance Worker II
- (4) Park Maintenance Worker I
- (1) Assistant Maintenance Worker (CETA)

Park Maintenance Section - North

- (1) Park Leadworker
- (2) Park Maintenance Worker II
- (4) Park Maintenance Worker I (CETA)

Landscape Maintenance Section

- (1) Park Leadworker
- (2) Park Maintenance Worker II
- (7) Park Maintenance Worker I
- (6) Assistant Maintenance Worker (CETA)
- (5) Public Service Worker II (CETA)

PARK DIVISION PROGRAM STRUCTURE

DESIGN	STREET TREES		PARK MAINTENANCE	LANDSCAPE MAINTENANCE	RENEWAL	ADMINISTRATION
Plans Design and Review	Tree Planting and Maintenance	Tree Selection and Inspection	. Maintain grounds on 344 acres of developed parks	. Maintain approximately 30 miles of landscaped parkway	. Construct irrigation systems	. Provide leadership and general administrative support for Parks and Landscape Division programs
. Prepare plans for park areas	. Plant and replace trees throughout the City on a regular basis	. Review and approve plans for trees in proposed developments	. Maintain trails	. Tree trimming and pruning of shrubbery	. Install playground equipment	
. Prepare and review plans for medians and backup lots	. Provide regular maintenance trimming	. Determine and collect street tree planting fees from developers	. Clean restrooms	. Repair damaged islands	. Maintain grounds-keeping equipment	
. Develop specific plans within general site plans	. Remove all dead and hazardous trees	. Issue street tree permits in accordance with set conditions	. Trash pickup	. Maintain landscaping at the City Government Building	. Maintain undeveloped park acreage	. Provide staff support to the City Beautiful Committee
. Review sub-division plans		. Receive and coordinate responses to citizen street tree complaints and requests	. Tree trimming	. Minor sprinkler adjustments and repairs	. Repair fences at backup lots or street frontage	
. Field Inspections			. Vandalism repairs	. Minor sprinkler adjustments and repairs	. Maintain irrigation systems	. Direct volunteer group development of parks, with the assistance of technical staff, such as Boy Scouts, volunteer groups, court assignees
. Preparation and administration of landscape construction contracts		. Collect and analyze samples of diseased and infested specimens				
. Development organization plan checking						

was to have a minimum size in relation to design of 5 acres with a service radius of a quarter mile. Community parks were to have a minimum size in relation to design of 25 acres and a service radius of one-half mile to a mile.

. City-wide Park.

City-wide parks should provide major and special use recreation facilities not usually duplicated in other parks.

. Historic Parks.

Historic parks should possess inherent historical interest and special landscape value.

The location and size of each park is shown in Exhibit 3.

4. Park Maintenance responsibilities have rapidly accelerated over the past five years.

During the past nineteen fiscal years, the City of Fremont has acquired 688 acres of open space with acquisition and maintenance of these areas accelerating more rapidly over the past five years (see Table below).

GROWTH WITHIN THE FREMONT PARKS AND LANDSCAPE DIVISION

Fiscal Year	Park Acreage Maintained	Miles of Medians	Street Trees Trimmed	Authorized Personnel	Authorized Budget
1956-57	-0-	-0-	-0-	-0-	\$ 0.
1960-61	29	6	2,000	6	34,789.
1965-66	134	12	4,500	16	189,403.
1970-71	177	24	7,500	30	416,334.
1974-75	344	30	12,000	42	683,134.
Growth from FY 1965-66	156%	150%	166%	162%	261%

The budget and amount of personnel within the Parks Division have necessarily responded to the increasing park acreage and miles of medians maintained, and the number of street trees trimmed. In addition, the past ten years have witnessed a cost of living increase of 55 percent.

The division budget has grown by 261 percent over a period of ten fiscal years from \$189,403 to \$683,134 while personnel have increased by 162 percent from 16 to 42 during the same period. The growth of the budget and personnel by fiscal year since 1965-66 are shown in Exhibits 4 and 5.

5. Park Maintenance responsibilities will continue to accelerate.

While it took the Parks Division nineteen fiscal years to develop a total budget of \$683,000, the potential responsibilities to be imposed on them over the next five fiscal years could double this figure.

Exh. 3

city of fremont PARK LOCATION MAP

LEGEND

NEIGHBORHOOD PARKS

- N1 Azeveda Park
- N2 Blacow Park
- N3 Brookvale Park
- N4 Gomes Park
- N5 Plaza Park
- N6 Lowry Park
- N7 Marshall Park
- N8 Highlands Park*
- N9 Noll Park
- N10 Crandell Creek Park*
- N11 Patterson Park
- N12 Rancho Arroyo Park*
- N13 Rix Park
- N14 Lone Tree Park
- N15 Arroyo Agua Caliente Park*
- N16 Booster Park
- N17 Westridge Park

COMMUNITY PARKS

- C1 Centerville Community Park*
- C2 Irvington Community Park
- C3 Mission San Jose Community Park*
- C4 Niles Community Park
- C5 Los Cerritos Community Park*
- C6 North Gate Community Park*
- C7 Warm Springs Community Park*

HISTORICAL PARKS

- H1 California Nursery*
- H2 Irvington Plaza Park
- H3 Shinn Historical Park
- H4 Vallejo Hill Historical Park
- H5 Williams Historical Park

SCHOOL PARKS

- S1 Cabrillo School Park
- S2 Grimmer School Park
- S3 Mission San Jose School Park
- S4 Vallejo Hill School Park

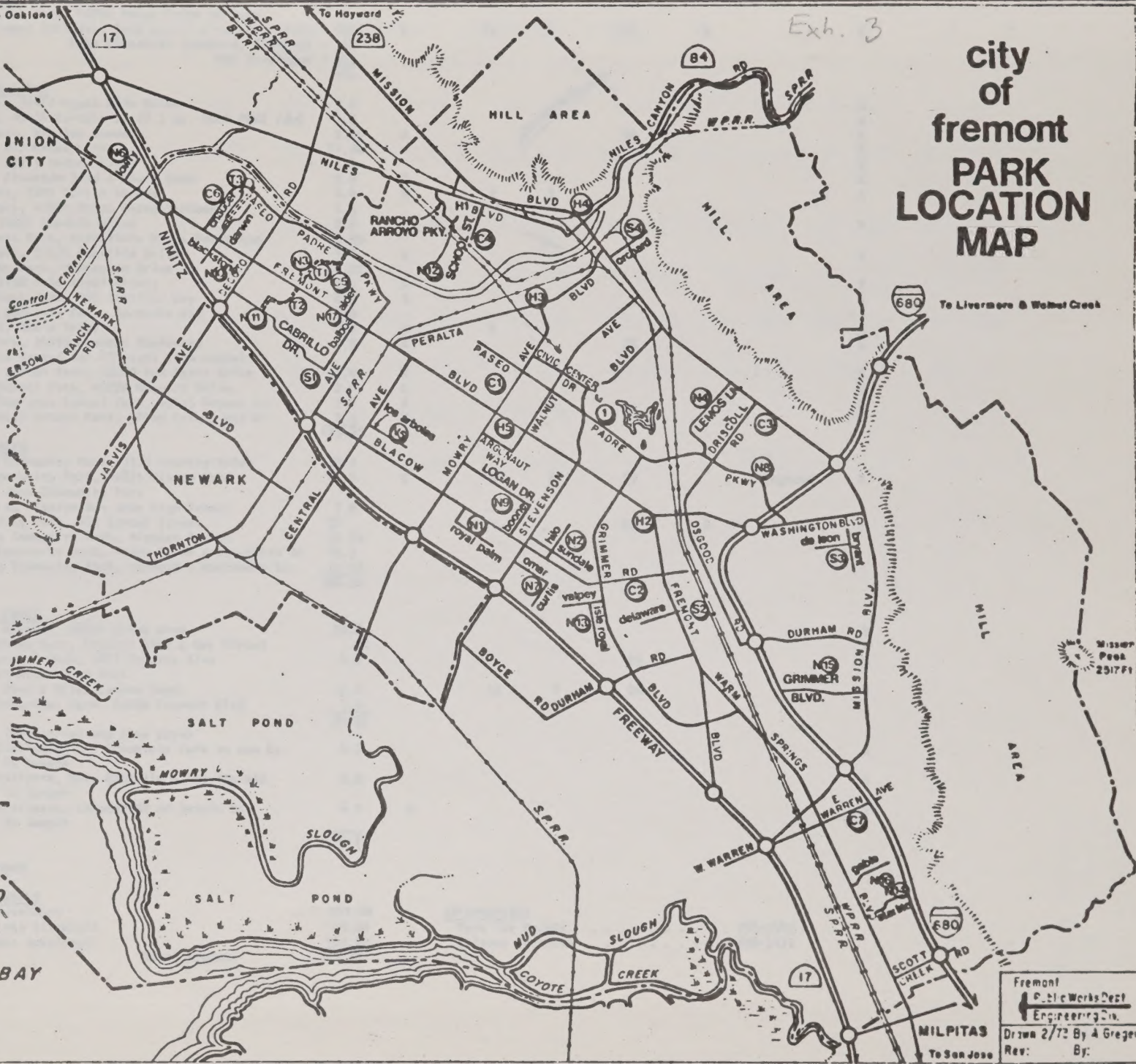
TRAIL PARKS

- T1 Brookvale Trailpark
- T2 Cabrillo Trailpark
- T3 Northgate Trailpark

CITY WIDE PARK

- (1) Central Park with Lake Elizabeth

*Not Developed



Fremont
Public Works Dept.
Engineering Div.
Drawn 2/72 By A. Greer
Rev: By:

CITY WIDE PARK

Fremont Central Park, 40204 Paseo Padre Parkway

Developed Including Swim Lagoon & Nature Center - 107

Lake Elizabeth (boating, fishing) - 63

Not Developed - 242

412

NEIGHBORHOOD PARKS

Azevada Park, 39450 Royal Palm Drive

7.8

Blacow Park, 40404 Sundale Dr (8.3 ac. Incl PG&E r/a)

5.7

Brookvale Park, Nicolet Avenue

2.35

Gomes Park, 827 Lemos Lane

11.16

Plaza Park, 37771 Madera Court

1.1

Lowry Park, Alvarado Blvd & Lowry Road

5.0

Marshall Park, 5301 Curtiss Street

4.4

*Highlands Park, 41924 Paseo Padre Parkway

1.3

Moll Park, 39600 Sundale Drive

2.8

*Crandall Creek Park, Blackstone Way & Pecos Ave

4.99

Patterson Park, 35475 Cabrillo Drive

5.8

*Rancho Arroyo Park, Montecito Drive

4.35

Rix Park, 43100 Isle Royal Street

7.4

Lone Tree Creek Park, 500 Starlite Way

8.9

*Arroyo Agua Caliente Park, Gardenia Way

4.0

Booster Park, Gable Drive

8.3

Westridge Park, 36025 Fremont Boulevard

3.9

Following are leased for 40 years from school:

Cabrillo School Park, 36700 San Pedro Drive

2.0

Grimmer School Park, 43030 Newport Drive

2.0

Mission San Jose School Park, 43545 Bryant St

2.0

Vallejo Mill School Park, 38569 Canyon Hts Dr

2.0

175.35

COMMUNITY PARKS

*Centerville Community Park, 3375 Country Drive

10.1

Irvington Community Park, 41875 Blacow Road

12.0

*Mission San Jose Community Park

7.6

adjacent to Mission San Jose High School

34

Niles Community Park, 470 School Street

12.84

*Los Cerritos Community Park, Nicolet Avenue

19.7

*North Gate Community Park, Paseo Padre & Longhorne Dr

12.02

*Warm Springs Community Park, Fernald & Hackamore Ln

108.26

HISTORICAL PARKS

*California Nursery, 36501 Niles Blvd

20.8

Irvington Plaza Park, Fremont Blvd & Bay Street

.25

Shinn Historical Park, 1251 Peralta Blvd

4.5

Vallejo Mill Historical Park

25

Mission Blvd & Niles Canyon Road

10.0

Williams Historical Park, 39169 Fremont Blvd

1.0

36.55

TRAILPARKS (Pedestrian and Bike Ways)

Brookvale Trailpark, off Brookvale Park to Man Ct

4.2

.4 mile in length

Cabrillo Trailpark, bet. Cabrillo & San Jacinto

6.0

.5 mile in length

Northgate Trailpark, Chaucer Dr nr Darwin Dr

6.3

.5 mile in length

16.5

*Not Developed

CITY WIDE TOTALS

Developed

263.86

Lake Elizabeth

63.00

Not Developed

361.70

TOTAL ACREAGE

688.56

INFORMATION:

Park Use Permit 796-3449

Leisure Services 796-3471

11/4/74

GROWTH OF THE PARKS DIVISION AUTHORIZED BUDGET
(FY 65-66 -- 74-75)

	65-66	66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	74-75
Personal Services	106,922	143,346	146,677	188,632	284,651	317,844	382,230	436,461	474,676	527,918
Service & Supplies	31,786	44,345	44,294	47,525	60,585	83,370	95,609	105,037	110,011	122,716
Equipment	50,695	15,070	16,189	5,193	14,425	15,120	22,340	42,858	13,438	32,500
Total	189,403	202,761	207,160	241,350	359,661	416,334	500,179	584,356	598,125	683,134
Increase (\$)	7,578	13,358	4,399	34,190	118,311	56,673	83,845	84,177	13,769	85,009
Increase (%)	4.16	7.05	2.17	16.50	49.02	15.76	20.13	16.82	2.35	14.21
Percentage of Total City Operating Budget					5.14	5.34	5.92	5.72	5.12	5.15
10 Year Increase (\$)		493,731								
10 Year Increase (%)		360.67								

GROWTH OF THE PARKS DIVISION AUTHORIZED POSITIONS
(FY 65-66 -- 74-75)

	65-66	66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	74-75
Park Superintendent	1	1	1	1	1	1	1	1	1	1
Associate Landscape Architect	-	-	-	-	1	1	1	1	1	1
Assistant Landscape Architect	1	1	1	1	1	1	1	1	1	1
Landscape Coordinator	-	-	-	-	-	-	-	-	1	1
Landscape Draftsperson	1	1	1	1	1	1	1	1	-	-
Park Supervisor	1	1	1	1	1	1	1	1	1	1
Park Lead Worker	-	-	-	-		4	4	4	4	5
Park Maintenance Worker II	3	4	4	4	5	5	5	7	7	7
Park Maintenance Worker I	3	4	4	4	10	10	13	16	15	16
Park Equip. Maint. Worker	-	-	-	-	-	-	-	-	1	1
Laborer	5	6	6	9	4	5	5	5	6	7
Secretary	1	1	1	1	1	1	1	1	1	1
Total	16	19	19	22	29	30	33	38	39	42
Percentage of Total City Work Force				6.30	7.35	7.14	7.48	8.38	7.83	7.11

Authorized Personnel

Exh. 5

-11-

15

On December 31, 1974, the Public Services Manager submitted the proposed Five Year Capital Improvement Program. The parks that were proposed to be developed under this program would require an additional estimated \$432,500 in annual maintenance costs over the next five fiscal years with the greater burden to fall in fiscal years 1976/77 and 1977/78 (see Exhibit 6). Additional maintenance responsibilities will befall the Parks Division in the areas of landscaped thoroughfares, street trees, and additional park acreage acquired through planned development or planned unit development. This will result in additional budgetary growth in the Parks Division of \$190,000 over the next five fiscal years.

6. The Proposed Park and Recreation Capital Improvement Program is designed to resolve deficiencies in undeveloped park acreage.

Over the past nineteen fiscal years, the emphasis of the Park and Recreation Capital Improvement Program has been on open space acquisition. The proposed Capital Improvement Program (1975/80) represents a departure in that less than two percent of the Park and Recreation expenditures will be on acquisition of park acreage. Shown below is a breakdown of the proposed expenditures for Park and Recreation:

<u>Type of Expenditure</u>	<u>Expenditure</u>	<u>Percentage</u>
Park Acquisition	\$ 200,000	1.5
Park Development	9,430,000	70.4
Park Facilities	3,650,000	27.2
Park Maintenance Equipment	121,000	.9
TOTAL	\$13,401,000	100.0

7. The present park system is deficient in acreage.

The present park system does not meet the standards for park acreage established within the General Plan (see table below).

Park Type	Existing Park Acreage	Acreage Required by Present Park Standards	
		1974	2000
Neighborhood	97.25	155.87	196.75
Community	108.26	183.58	231.28
City-Wide	412.0	923.69	1165.92
Historical	36.55	--	--
Trailparks	16.5	--	--
TOTAL	670.56	1263.14	1593.95

Fremont has met only 49 percent of its acreage standards for neighborhood, community, and city-wide parks. To remedy the immediate deficiency would require an expenditure of approximately \$14,900,000 and to meet the needs in the year 2000 would necessitate an additional \$5,600,000. The inability to meet these standards has left obvious park service area gaps (see Exhibit 7).

IV. PARK MANAGEMENT

A. OPERATIONS PROFILE

The appraisal revealed a number of positive features of the management systems of the Parks Division. These strengths are summarized below:

ANNUAL FINANCIAL IMPACT OF FIVE YEAR CAPITAL IMPROVEMENT PROGRAM (FY 1975/76 -- 1979/80)

<u>PARK</u>	<u>PARK TYPE</u>	<u>ACREAGE TO BE DEVELOPED</u>	<u>ESTIMATED FISCAL YEAR COMPLETION</u>	<u>ADDITIONAL ANNUAL MAINTENANCE COSTS</u>
Centerville	CP	10.1	1976/77	-
Arroyo Agua Caliente	NP	4.0	1976/77	\$ 8,000
Los Cerritos	CP	12.0	1976/77	30,000
Highlands	NP	1.3	1976/77	2,500
Northgate	CP	14.0	1976/77	28,000
Mission San Jose	CP	7.6	1976/77	16,000
Williams	HP		1976/77	-
Rancho Arroyo	NP	4.3	1977/78	8,000
Central Park East	City-wide	196.0	1977/78	200,000
Niles	CP	129.0	1977/78	100,000
Lonetree Creek	NP	8.9	1977/78	16,000
Warm Springs	CP	12.0	1978/79	24,000
Shinn	HP	4.5	1978/79	-
Vallejo Mills	HP	10.0	1979/80	-
TOTAL		413.7		\$432,500

- Management has paid continuous attention to ensuring the maintenance function is managed so that the quality of service is optimized and costs are minimized. Maintenance costs have not been allowed to get out of hand. This is evidenced by the reduction of the size of the street tree crew from four to three while still maintain the same workload. Further evidence is the transfer of personnel to the street tree function during the winter when other maintenance workloads drop.

Annual Cost Avoidance

\$30,000

- A spirit of cooperation or willingness of employees to work together exists. Cooperation does not just happen, but takes a real effort to develop. The environment of cooperation helps get the work done more effectively and efficiently.
- A priority system for the development of parks has been established based on the dwelling units within the area of the proposed park, estimated improvement costs, proximity to Central Park, and acres of public parks within the area.
- Input from the public and City departments is actively sought in the design of parks to ensure that the facility meets the requirements of the community. Design personnel are concerned with incorporating desirable aspects and mitigating undesirable aspects in the early stages of planning.
- The City of Fremont, by establishing its own parks design staff is able to design its parks and landscaped areas in a more efficient and effective manner than would be possible through the use of consultants.

Annual Cost Avoidance

\$48,000

- An aggressive program of hiring minorities has long been the practice with 24 percent of its employees being of minority origin compared to the 18 percent minorities living in the City of Fremont. The division has more than achieved parity with EEOC guidelines in terms of numbers of minorities.
- Good communication lines exist between the Landscape Coordinator, who is responsible for the over-all City plan for planting trees, and the Street Tree Leadman.
- Concern is continually shown for finding species of trees that are easier to maintain and more adaptable to the environment.

However, there are a variety of conditions and difficulties within these same management systems generated by the increasing size and scope of park operations as well as a rapidly changing external environment. These conditions fall in the areas of direction, performance measures and review, communication, work processes, staff participation, clerical systems, and training of management personnel.

1. Conflicts or lack of direction exist in policy and goals for the Parks Division.

Goal statements of broad direction or purpose have been established for the Parks Division both within the budget and the Conservation, Open Space, Recreation, and Landscape Elements of the General Plan. However, program objectives have not been established outlining in qualitative and quantitative terms what the division hopes to achieve within a given time period to advance toward accomplishing overall municipal goals.

A responsibility conflict exists between the Park Division and the Planning Department in the area of planning for park and landscape acquisition. Coordination is supposed to occur in the City Technical Coordinating Committee, but at times decisions are made concerning parks and landscaped areas by the Planning Department before the City Technical Coordinating Committee has time to review the plan. This has occurred in the instance of Buena Vista Park and Mission Valley back up lots and has locked the Committee into the plan as submitted. Responsibility for the entire park planning process has not been assigned to one executive. Instead, responsibility has been left to the Planning Department and the Parks Division with insufficient management controls governing the process and working relationships. Occasionally, the Planning staff does not take into account maintenance costs or ability to program recreation services. The concern of the Planning Department is to obtain any open space available. The concern of the Parks Division is to obtain parks of a size and shape which can be economically managed.

Formalized standards regarding the shape and size of the park to be dedicated to the City of Fremont in a planned unit development do not exist. As a result, the City has accepted some park areas which are very difficult and costly to maintain, and prone to vandalism.

City park acquisition policy has been geared in the past towards acquisition of small neighborhood parks. Presently, the City of Fremont has 97 acres of neighborhood parks ranging in size from 1.1 acres to 11.2 acres. Such parks are more costly to maintain per acre than community parks.

Park acreage is not developed in optimal sizes. At times fewer than five acres are developed. Citizens are less apt to utilize or take pride in parks that are minimally developed.

The policy of the City of Fremont has been to highly develop parks to the point that these park sites require a great degree of maintenance attention. A survey conducted in 1971 by Ground Maintenance, a professional groundskeeper's magazine, revealed that the cost of maintaining highly developed parks ranged between \$1,500-\$4,000 per year versus \$50-\$250 per acre per year for natural parks or parks left in native plants and only relatively small areas improved or modified. Within Fremont, such sites of the latter type include Vallejo Mills Historical Park and California Nursery Historical Park.

2. Management controls required to coordinate major functions and review performance are not sufficient.

A system for reporting and recording projects is not utilized at present. In this environment, it becomes very difficult for management to keep up to date on the various projects that are active and to monitor the efficiency of the employees on these projects.

Performance requirements for park management have not been established. The impact of this situation is that management does not have specific, clearly stated expectations to attain putting them in a precarious position of determining what should be done.

Meaningful workload indices and output standards relating to the department programs have not been created. Current workload measures rely on raw data such as acres mowed or street trees pruned and do not show how well the task is being performed nor whether established goals are being accomplished.

Programmed performance appraisal for all division personnel does not occur. Without systematic information, regularly gathered and periodically reviewed with the employee, it is hard for the supervisor to be fair nor does an employee have a satisfactory basis on which to build his expectations.

3. Formal communication does not occur between field and office management.

At the present time, informal communication does exist between field and office management on an informal basis. More structured communication would improve awareness of current operations within the division.

Park maintenance personnel are not consulted about park designs and their effect on maintenance. The designers do consult engineering, recreation, public safety personnel, and the public about the program intended for a facility. It is equally important that the maintenance man be consulted otherwise serious errors can be made from the standpoint of efficient maintenance. Park maintenance personnel feel that their workload and actions which affect their workload are initiated and controlled without their input.

The expense of maintenance is not input into the total cost package of park development. Design and construction occur once, but maintenance goes on indefinitely. Such input could lend a more balanced picture before a park site is developed.

4. Certain Work processes have a high degree of complication that may not be warranted.

Design of parks are often redrawn even after the design is developed since input from City departments and the public is not systematically obtained at the beginning.

Purchasing requisitions for equipment or supplies presently are reviewed by two persons before being sent to Purchasing even if previously approved in the budget. This extends the period of turnaround on a requisition by 2 days.

Personnel Action forms must be completed for each and every leave taken whether it is one hour in length or eight hours generating an excessive amount of paper.

5. Design management staff do not fully participate in presentation of their designs.

Design section management personnel are not involved in the presentation of their designs either to the public or to the Public Services Manager to explain the landscape requirements.

The design process is best performed in a citizen participative environment. For the most part, the division is represented in the public eye by management personnel. However, the Design Section Landscape Architects develop the projects subject to public discussion. As a result, a degree of project involvement is lost in this transfer.

6. No clerical assistance is available when the Parks Division secretary is on long-term leave.

There is a lack of clerical backup when the Parks Division secretary is on leave. This often results in administrative personnel having to perform clerical duties or spending excessive amounts of time tracking down files. During the two week period the Department completed daily activity logs, the secretary was on sick leave. As a result, the division head spent 20 percent of his time preparing the environmental awards for the City Beautiful Committee. Most of this work would have been done by the secretary, if one was available.

7. The capabilities and potential of management personnel are not fully developed.

Management personnel within the division have a background in park maintenance or landscape design but little management training. Thus, the ability of these personnel to exercise their responsibility as managers is impaired.

8. Problems are experienced with leadership and coordination of volunteer park development projects.

The volunteer effort, while involving community teamwork, relies at times on individuals who do not have the professional training or equipment to perform such complicated tasks as the installation of irrigation systems.

RECOMMENDATIONS

1.0 Develop a Parks Division Work Planning and Performance Monitoring System.

The changes in the urban environment and growth of the Parks Division budget and personnel has a substantial impact on the management of the Division. The future requires park management to function on a more sophisticated and complex level to adjust to the changing conditions and retain viability. A positive response is needed which focuses management on a clear-cut set of goals and objectives, constantly engages in the gathering and interpreting of data on trends affecting goal achievement and community development and anticipates problems and acts to correct them before they become critical.

1.1 Establish Goals and Objectives

The establishment of goals and objectives should provide specific ends towards which the activity of the Parks Division is aimed (see Exhibit 8). An overall statement of broad direction has already been established, but finer guidelines need to be developed. This will require a four step process:

- a. Set forth program objectives outlining in qualitative and quantitative terms what each division hopes to accomplish within a given time period.
- b. Describe the specific needs which gave rise to the formulated objectives.
- c. List the major program or operational steps which will be taken to achieve the objectives. These steps should specify whether they are continuing or new efforts, be placed in priority order, and priced out from a cost standpoint.
- d. Describe each division's program structure showing in hierarchical fashion the relationships of programs, sub-programs, and sub-program activities.

1.2 Define Management Responsibilities

Management of an organization on a continuing basis requires the definition of responsibilities. If one's obligations are unclear, then the methods of fulfilling these obligations will also be unclear. The process of management requires the determination of objectives, plans, and priorities for each key management function/job.

1.3 Establish More Meaningful Workload Indices and Output Standards

- Meaningful workload indices relating to departmental programs, sub-programs and program activities should be developed. In addition, output standards should be established to help determine the personnel required

PROGRAM SUMMARY

PROGRAM:

CITY BEAUTIFICATION SERVICES

SUB-
PROGRAMS:

PARKS

TREES

LANDSCAPED SERVICE AREAS

ACTIVITIES:

Grounds
Maintenance

Community
Facility
Maintenance

Athletic
Facility
Maintenance

Tree
Planting
and
Maintenance

Supervisory
Support

Parkways

Public
Properties

Assessment
Districts

WORK
ELEMENTS:

Turf
Maintenance

Community
Centers

Pools

Planting

Supervision

Turf
Maintenance

Turf
Maintenance

Turf
Maintenance

Care of
Floral
Areas

Special
Use
Facilities

Tennis
Courts

Defrond-
ing

Coordination

General
Maintenance

Care of
Floral
Areas

General
Maintenance

General
Maintenance

Neighbor-
hood
Centers

Sports
Fields

Trimming

Plan Review

Public
Relations

General
Maintenance

Watering
and
Spraying

Removal

PROGRAM GOALS AND OBJECTIVES

PROGRAM:

CITY BEAUTIFICATION SERVICES

PROGRAM GOAL:

To maximize the aesthetic value of the City
and provide sites for leisure time activities.

SUB- PROGRAMS:

PARKS

TREES

LANDSCAPED SERVICE AREAS

SUB- PROGRAM GOAL:

To preserve areas of natural
beauty and furnish a variety of
sports sites and other recrea-
tional facilities.

To beautify the City by providing
trees for city streets and parks.

To enhance the community's appear-
ance through the preservation of
special landscaped areas.

SUB- PROGRAM OBJECTIVES:

Maintain park recreational areas
at an acceptable level to enhance
community appearance and provide
for public usage.

Plant and replace trees throughout
the City on a regular basis.

Maintain all special public land-
scaped areas.

Maintain park buildings and
recreation facilities to maximize
their usage.

Prolong the life and aesthetic
value of trees through a regular
maintenance program.

PROGRAM OPERATIONAL OBJECTIVES

PROGRAM:

CITY BEAUTIFICATION SERVICES

SUB-PROGRAM:

PARKS

ACTIVITIES:

GROUNDS MAINTENANCE

COMMUNITY FACILITY MAINTENANCE

ATHLETIC FACILITY MAINTENANCE

WORK
ELEMENTS:

Turf Maintenance

Community Centers

Pools

Care of Floral Areas

Special Use Facilities

Tennis Courts

General Maintenance

Neighborhood Centers

Sports Fields

* Special Use Facilities

OPERATIONAL
OBJECTIVES:

Maintain 550 acres of park land.

Provide daily custodial services for 12 community facilities.

Provide maintenance for 20 sports fields on a scheduled basis.

*CURRENT
SERVICE
LEVELS

*Currently meeting objective; a significant improvement in performance is anticipated when definitive standards and schedules are adopted under a work measurement program.
(100%)

*Currently meeting objective for 3 community centers (Renck, Stratton and Villegas).
(100%)

*Currently meeting objective; a significant improvement in performance is anticipated when definitive standards and schedules are adopted under a work measurement program.
(100%)

Maintain floral areas on a scheduled basis in accordance with need.

*Objective for 7 special use and 2 neighborhood centers currently met only on a limited basis due to present manpower.
(35%)

Maintain 9 swimming pool facilities daily during the summer months.

*Currently meeting objective.
(100%)

Provide maintenance and repair services for community facilities.

*Currently meeting objective.
(100%)

*Currently meeting objective for community centers in the majority of cases (Renck, Stratton and Villegas).
(85%).

Maintain 6 tennis court facilities as required.

*Currently meeting objective.
(100%)

*Objective for special use and neighborhood centers currently met only on a limited basis due to present manpower.
(65%)

continued

PROGRAM OPERATIONAL OBJECTIVES

PROGRAM:

CITY BEAUTIFICATION SERVICES

SUB-PROGRAM:

TREES

ACTIVITIES:

TREE PLANTING AND MAINTENANCE

SUPERVISORY SUPPORT

WORK
ELEMENTS:

Planting
Defronding
Trimming
Watering and Spraying
Removal

Supervision
Coordination
Plan Review
Public Relations

OPERATIONAL
OBJECTIVES:

Make visual inspection of all street trees annually.

Develop and implement a Street Tree Regulations Ordinance.

*CURRENT
SERVICE
LEVELS

*Currently inspections are made only on a complaint-referral basis.
(10%)

*Ordinance to be completed and implemented during early part of 1974-75 fiscal year.

Defrond all palm trees prior to establishment of annual trimming program.

Establish a work measurement program for street tree maintenance.

*As of July 1, 1974, 9,000 palm trees out of a total of 25,000 will be defronded.
(36%)

*No program at the present time.
(0%)

*Based on the current defronding schedule, the remaining 16,000 trees will be defronded over the next eight years.

Review and approve plans for trees in proposed subdivisions.

Trim all palm trees that have been defronded on an annual basis.

*Currently meeting objective.
(100%)

*Currently trimming all coco palms (1,750) annually.
(100%)

*Currently trimming all date palms (2,500) bi-annually.
(50%)

*Currently not trimming other palm varieties (4,750).
(0%)

Exhibit 8
continued

PROGRAM OPERATIONAL OBJECTIVES

PROGRAM:

CITY BEAUTIFICATION SERVICES

SUB-
PROGRAM:

TREES

ACTIVITIES:

TREE PLANTING AND MAINTENANCE

SUPERVISORY SUPPORT

OPERATIONAL
OBJECTIVES,
Continued:

*CURRENT
SERVICE
LEVELS

Trim all broad-leaf trees annually to provide adequate street clearance.

*Currently averaging a total of 2 years to trim all trees.
(50%)

Remove all dead and hazardous trees.

*Currently meeting objective in the vast majority of cases (530 in 1972-73).
(95%)

Plant an average of 1,500 new trees annually in new subdivisions.

*Currently meeting objective.
(100%)

Replace approximately 500 trees annually that require removal.

*Currently meeting objective.
(100%)

Provide adequate irrigation for trees throughout the city.

*Currently watering an average of 5,000 trees out of approximately 10,000 that should be irrigated.
(50%)

PROGRAM OPERATIONAL OBJECTIVES

PROGRAM:

CITY BEAUTIFICATION SERVICES

SUB-
PROGRAM:

LANDSCAPED SERVICE AREAS

ACTIVITIES:

PARKWAYS

PUBLIC PROPERTIES

ASSESSMENT DISTRICTS

WORK
ELEMENTS:

Turf Maintenance

Turf Maintenance

Turf Maintenance

General Maintenance

Care of Floral Areas

General Maintenance

General Maintenance

OPERATIONAL
OBJECTIVES,
Continued:

Maintain approximately 75 curb
miles of landscaped parkway acres.

Maintain 42 public property loca-
tions on a scheduled basis.

Maintain El Dorado and Canyon
Crest assessment district proper-
ties at a level specified by
district residents.

*CURRENT
SERVICE
LEVELS

*Currently meeting objective; a
significant improvement in per-
formance is anticipated when
standards and schedules are
developed under a work measure-
ment program.

(100%)

*Currently meeting objective; a
significant improvement in per-
formance is anticipated when
standards and schedules are
developed under a work measure-
ment program.

(100%)

Review plans and consult with other
city departments regarding land-
scaped development.

*Currently meeting objective.
(100%)

*Currently meeting objective.
(100%)

for meeting service levels. Examples of work output standards which could be maintained are as follows:

- . Mowing manhours as a function of the number of acres mowed;
- . Tree trimming manhours as a function of the trees pruned;
- . Landscape maintenance manhours as a function of the miles of medians backup lots maintained;
- . Construction manhours as a function of the special projects performed and equipment repaired;
- . Design manhours per design project.

1.4 Develop a Maintenance Management System

Systemization of the maintenance activities involves the application of the basic elements of management. The manager sets his objectives through determining what work needs to be done, where it needs to be done, how it needs to be done, and when it needs to be done. The objectives of this process are as follows:

- . To increase maintenance productivity.
- . To decrease maintenance costs.
- . To standardize maintenance procedures and practices.
- . To improve maintenance service through better planning and control.

These objectives will be accomplished through standardization of methods, development of time standards, and programming the work on a routine basis. Results are then measured through performance reports to enable adjustment of the program as necessary to achieve the desired results.

The procedures to initiate a Maintenance Management System are as follows:

- a. Establish an inventory:
 - (1) List employees and skills
 - (2) List equipment
 - (3) List facilities to maintain
 - (4) Identify the maintenance tasks
- b. Establish the number of tasks at each facility.
- c. Establish the frequency the tasks are to be done.

- d. Determine how the work will be done.
 - (1) Group tasks suitable for roving crews
 - (2) Decide who is best suited to individual tasks (fit the job to the person, not the person to the job).
 - (3) Establish procedures for each task.
- e. Establish the length of time to perform the work.
 - (1) Ask employees to determine how long it takes to perform the tasks.
 - (2) Correlate average time with supervisors and industrial engineering time values.
- f. Schedule the work.
 - (1) Distribute workload evenly.
 - (2) Assign prescribed maintenance chores on the days they are most likely needed.
 - (3) Compose a schedule of the routine work necessary.
- g. Develop reports of the work accomplished.
- h. Establish a performance review of the work accomplished.
 - (1) Provide meaningful information on work performance to appropriate levels of management for analysis of areas with sub-standard results.
 - (2) Provide a procedure for matching resource requirements to the workload.

2.0 Input Park Maintenance Concerns into the Revision of the Subdivision Ordinance and Ensure Proper Review of Subdivision Plats.

2.1 Develop Tighter Standards for the Dedication of Parks and Parkways Within the Subdivision Ordinance

At present, very little definition is provided in the Subdivision Ordinance as to the following:

- . "Maximum" depth of a backup lot from the curb to the fence
- . Specific traffic conditions warranting a median
- . Shape, minimum acreage, and amount of street frontage required for a park

Sections 8-1704 and 8-1706 of the Subdivision Ordinance and "Standard Details for Improvements within Public Right-of-Way" establish standards for platting of streets and thoroughfares (see Appendix). These, however, are "minimum" standards and place no management controls over the negotiation process between the City staff and the developers in respect to public right-of-way. Street geometrics for a four lane street call for a minimum depth of 20 feet from the curb to fence for backup lot with a winding sidewalk or 10 feet with a straight sidewalk. Excesses of this minimum have occurred on Grimmer south of Blacow and Paseo Padre from Thornton through Decoto where backup lots have depths of 35 to 40 feet, and on Mission and Las Palmas Boulevard where backup lots are 80 feet deep. Cul-de-parks have been dedicated by developers on Worthing Court and in the Mission Valley and Bodily Parkside Developments in addition to medians on Las Palmas Boulevard and in the South Park Development that are unnecessary for traffic purposes.

The aesthetics and beauty of landscaped thoroughfares should have an important place in this community, but a more reasonable balance must be sought between aesthetics and the costs of maintenance. At present, 27 percent of park maintenance salaried and part-time employees are working in landscape maintenance to maintain "passive areas," which cannot be actively used by citizens for recreational purposes. This needs to be controlled to ensure a more "rational" balance between aesthetics and maintenance consideration in landscape improvements in public rights-of-way.

Section 8-1716 of the Subdivision Ordinance requires the subdivider to either dedicate a portion of the land in the subdivision for park and recreation facilities or pay a fee in lieu of such dedication. The section does state that the Planning Commission shall determine whether to accept land dedication or elect to require payment of an in lieu fee based on the following considerations:

- . Recreational element of the City's General Plan;
- . Topography, geology, access and location of land in the subdivision available for dedication; and
- . Size and shape of the subdivision and land available for dedication.

However, exactly what is appropriate or not appropriate is not clearly delineated. No mention is made of the appropriate shape, the minimum acceptable acreage, and street frontage. The result has been parks such as Buena Vista with a non-usable panhandle, Rix Park with 90 percent of the park fronting rear fences of homes, and a multitude of parks smaller than 5 acres, which have very little active recreational use.

An opportune moment has been offered to resolve these problems. The California State Legislature adopted the Subdivision Map Act on September 27, 1974, which will require revision of the Fremont Subdivision Ordinance to conform with this Act by March 1, 1975. These needs should be input into the Ordinance by that date. Specific consideration should include criteria to guide staff in the design of subdivisions and parks.

2.2 Establish an Administrative Regulation for the City Technical Coordinating Committee

At present very little definition is provided as to the roles and input departments should have in the review process for subdivisions. Review and coordination of subdivision plats by departments is supposed to occur within the City Technical Coordinating Committee. However, the lack of guidance in terms of management policies regarding departmental roles in the process has resulted in the committee being bypassed or the input of departments being ignored.

3. Develop policies for medians and rights-of-way.

Problems are increasingly being experienced with the addition of new median islands and backup lots. It may be expedient at this time to consider specific policies on the maintenance of existing areas and establish guidelines as to the development of future medians and backup lots. Specific considerations would include:

- Development of a classification plan in order to set a policy on the maintenance levels of existing areas;
- Development of low maintenance planting motifs for future medians and backup lots;
- Creation of guidelines to prevent extreme growth of medians and backup lots in the future.

4. Concentrate acquisition efforts on Community Parks

The City of Fremont should concentrate its efforts to acquire community or city-wide parks rather than neighborhood parks.

There has been a great deal of experimentation with different sizes and shapes of parks from neighborhood parks adjoining school sites to lineal parks meandering through subdivisions to community parks. The result is a highly diversified park mix.

The City's experience indicates that community parks are less costly to maintain per acre, easier to patrol with more developed area and facilities to program for recreational services. Further reason for concentrating on community parks in the citizen survey conducted by the City of Palo Alto in April 1974 is presented. Of those interviewed, 61% said they had not used a neighborhood park within the last six months. The primary reasons for non-usage of neighborhood parks was as follows:

Cause	Percentage Response
• Lack of awareness of the park	9.4
• Too busy with other activities	8.2
• Type of recreation I liked doesn't require use of a park	8.1
• Used other city parks	8.1

A total of 47 percent interviewed indicated they hadn't used community parks over the past six months. The primary reasons for non-usage of community parks is as follows:

Cause	Percentage Response
. Too busy with other activities	11.7
. The type of recreation I like doesn't require use of a park	6.7
. Use Foothills Park or local neighborhood park instead	3.7
. Hard to get to	3.0
. Didn't know about these parks	2.5

While it cannot be assumed that the citizens of Fremont would generate the same responses, this data does provide indications of the benefits of concentrating on community parks. These benefits are the greater attendance and usage of community parks and greater awareness of their existence. The greater distance to a community park does not appear to be a significant cause of non-usage.

In reviewing City park acquisition policy, the following should be considered:

- . Revision of the General Plan to eliminate neighborhood parks as a target of acquisition.
- . Consideration of making homeowner associations responsible for maintenance of neighborhood parks in the future;
- . Cessation of efforts to acquire neighborhood parks through planned development or planned unit development, but rather use in lieu fees to further purchase and development of community parks.

5. Parks should not be developed in increments of less than five acres.

The impact of developing parks in small increments is evident at Starlite Park which is subject to low attendance and high vandalism. The Leisure Services Superintendent stated that those parks which are most highly developed receive the largest attendance. Thus, if the City of Fremont develops a park, it should ensure that the acreage developed is large enough to attract citizens and give them a sense that the park site belongs to them.

6. Revise City Council Resolution 1799.

This resolution (see Appendix) was established to encourage and assist civic or charitable organizations of the City of Fremont to develop public parks. While the concept of encouraging citizens to cooperate in building a better community is a worthy one, problems have been encountered when volunteer labor has been used for tasks for which they do not possess the ability or professional talents. Better definitions of the tasks in which volunteer labor can be utilized needs to be created.

7. New Alternatives for Funding the Acquisition of Parks and Open Space Need to be Explored.

The Park Standards Feasibility Report completed by the Department of Community Development in June, 1969, concluded that "Fremont has done well in implementing its park program by utilizing the planned

unit development procedure and by taking advantage of the Federal Open Space Program, but such aids alone cannot be considered adequate to meet the park needs of an eventual population of 290,000." It further concluded that "All available means of implementation, including use of Section 11546 of the Map Act, government grants, and such fresh approaches as use of the Land Conservation Act should be utilized."

8. The City Should Re-examine its Policy of Highly Developing Each Park Site

The City of Fremont should reexamine its policy of highly developing each park site since this type of development requires a higher level of maintenance than "natural" parks, and a high level of development may not be what the public wants. Many people prefer tracts of natural landscape such as native forests or woodlands or man-restored areas which appear natural. This is not to say, that total park acreage should be naturally landscaped, but that the concept should be integrated into future parks where appropriate. This intent was shown in City Council Resolution 815 (Parks Design Policy) in principal 7 which states that "the design of neighborhood parks should emphasize such things as are formally found out in the open countryside such as larger trees, rolling berms and hillocks, shrubs, and meadowlands so that the informal rural 'countryside' may be integrated within our urban environment."

9. Establish a Project Control System

A project control system should be developed to report the projects planned and the progress reported. This is especially important within the area of parks design, and will enable the Park Superintendent and Public Services Manager to stay up to date on current projects (see Exhibit 9 and 10).

10. Establish a Performance Appraisal System for all Personnel

Systematic performance appraisal has been adopted by many organizations as a means of helping supervisors evaluate the work of each employee. These appraisals have been used most frequently as a basis for selecting candidates for promotion to better jobs, or for making merit or step increases in salaries. They are also useful as a check on the success of recruitment, selection, placement, and training Procedures. They further assist the employer in better understanding the appraisal of his performance. The development of a performance appraisal system will require the following:

- a. Study plans of other cities and existing literature on the subject to develop a plan best suited to the needs of the Parks Division.

RETURN TO:

(3) BID OPENING
(4) COUNCIL AWARD OF CONSTRUCTION CONTRACT
(6) CONSTRUCTION

[illegible]

- b. Enlist the cooperation of the personnel in drawing up the appraisal form;
- c. Ensure that the purpose and nature of the performance appraisal is explained to those who will make the appraisals and to those affected;
- d. Secure careful training of the supervisors in order to obtain unbiased, uniform appraisals of all employees;
- e. Arrange for periodic discussion of performance appraisals by the supervisor with each of his employees;
- f. Provide for challenge and review of performance appraisals through the complaint and grievance procedure.

11. Hold Regular Division Staff Meetings

Staff meetings should be held every month based on an established agenda to discuss current division problems and efforts. These meetings should include the Park Superintendent, Associate Landscape Architect, Park Supervisor, Park Leadmen, and on a rotating basis, a Park Maintenance Man II.

12. Establish a departmental operating instruction for the park design process to integrate maintenance concerns

Presently, park plans are reviewed by the Public Services Manager, Engineering, Public Safety and Recreational personnel, Park Superintendent, the public, and the Recreation Commission. However, the Park Supervisor stated that in 85 percent of the cases he has not seen the designs, and each park leadman stated that they had never seen a park design. It is vitally important that the maintenance personnel be consulted in the design of parks otherwise serious errors can be made from the standpoint of efficient maintenance. A balance between aesthetics and maintenance is vital to an efficient park system.

Thus a departmental operating instruction should be established outlining the formal responsibilities and working relationships. The departmental operating instruction would ensure review of the conceptual and final designs developed for parks, medians, and backup lots by maintenance personnel.

13. Input costs of maintaining a park site into considerations of park development

The costs for maintaining a park site for a five-year period should be considered along with the costs of park development. Over a five-year period, the maintenance costs for a specific project could easily be several times the cost of development. This cost must be considered during the planning phase. Inadequate design resulting from efforts to cut construction costs invariably leads to maintenance expenditures far greater than the original savings.

14. Simplify the design process

14.1 A parks design project assignment form needs to be developed

The Park Superintendent should develop a formal Project Assignment for each park before actual design is begun. This project assignment should include a rough conceptual design of the park, amount of funding available, and type of facilities to be included.

14.2 A work process chart of the parks design process should be developed

A graphic representation of the sequence of operations involved during the process of designing a park should be created. This would not only enable elimination, combination, or simplification of the sequence of steps involved in the process, but also the reduction of the number of times the Landscape Architects design the park as a result of new and different input.

14.3 Greater utilization of conceptual designs for parks should be made

The Landscape Architects should make greater use of conceptual drawings in reviewing the park design with staff and the public. This would result in a significant reduction of the manhours required to redesign a park site as a result of subsequent public input.

14.4 A park design manual and checklist should be developed

Criteria for the orderly and efficient development of park landscape should be developed. This implies that a certain rationale will be applied to the planning and establishment of the park landscape. Sound landscape design standards must be developed to meet the demand for beautiful landscaping and still live within budgetary limitations. There are several areas of concern in the development of these standards as follows:

- a. Selection of proper planting species for the particular site situation.
- b. Proper placement of park furniture and fixtures and plant species.

A check list should be developed to facilitate ready determination of compliance of the particular design with adopted standards. The manual and checklist are not intended to limit the creativity of the parks design section, but merely to ensure that concerns for efficiency are "built in" in the future.

15. Purchasing Requisitions should require the authorization of the Division and Agency Head only if the expenditure is above what was authorized in the budget

Presently, purchasing requisitions require the authorization and review of the Park Supervisor, Park Superintendent, and Public Services Manager. Unless the cost of purchase exceeds the budgeted appropriation, the requisition should require only the approval of the section head and then be routed directly to the Purchasing Agent.

16. Design personnel should present and describe the design of a park to City personnel and the public

Management personnel from the Design Section should be given the opportunity to present park designs to City personnel and the public. This will provide them with the chance to share their ideas as to how a park site should be developed.

17. Develop a clerical backup system

A clerical backup system needs to be created to cover extended periods of leave by clerical personnel. Presently, when the secretary for the Parks Division is on leave, professional personnel often perform urgent clerical functions. A part-time clerical pool operating within the Correspondence Center would eliminate much of this inefficient professional effort. Approval for utilization of part-time secretaries on an extended basis should be on the recommendation of the Management Services Director.

18. Consolidate the leave reporting system

The Personnel Action form should not be required for each and every leave regardless of length, but perhaps could be consolidated into one form for each division reporting the leave taken by each employee.

19. A formal executive development program should be established

The coordination and support of the Personnel Division should be sought in formulating and executing a progressive management development program consisting of the following activities.

- a. Developing guidelines on the preparation of performance objectives and career guides as well as reviewing these efforts;
- b. Providing development seminars and assisting in training sessions.

20. Establish a supervisory training program for all front line supervisors

A program to develop supervisory capabilities, responsibilities, and techniques, should be established. Such a program should consist of the following features:

- a. Determine where emphasis should be placed and establish goals to be met through the training process: Examples of goals to be met include:
 - Higher productivity
 - Fewer accidents
 - Improvement of morale
 - Increasing effectiveness of job planning.
- b. Give weight to completion of a supervisory training course as a basis for increasing salaries and granting promotions.

This program should be geared to the actual working and supervisory environment, and be "Tell, show and do" oriented.

21. Conduct a talents inventory of each employee

A talent development guide should be established for all personnel setting forth:

- a. Basic background information on the individual;
- b. Brief description of the duties, talents, and overall position performance standards used for evaluating the individual;
- c. An appraisal of the individual's present strengths, principal shortcomings and development needs; and
- d. Recommendations on the steps required to improve talents.

22. Revise the personnel examination process

The examination process for non-managerial personnel needs to be revised to relate more to the actual job performance required in the field. Such a test would determine an applicant's physical ability and landscape knowledge to perform the normal and usual tasks expected of park maintenance persons.

23. Inspection of City parks and landscape areas should be conducted annually.

An annual inspection of all City parks and a random selection of landscape maintenance areas and street trees should be conducted by the Parks Division. Such an inspection would detect states of disrepair and obvious safety factors and hazards and direct attention to correct deficiencies. Once the field survey has been completed, all that remains in the process is the determination of financial and scheduling priorities and the selection of personnel best suited to implement corrections.

V. PARK OPERATIONS

A. OPERATIONS PROFILE

A number of positive features characterize park operations and are summarized below:

- The City's parks and medians and backup lots are adequately maintained and contribute significantly to the overall beauty of the community. General appearance is pleasing as a result of well manicured lawns and trees and shrubs. This is evidenced by public evaluation of the park maintenance function in the Citizen's Survey with responses as follows:

PUBLIC EVALUATION OF THE PARK MAINTENANCE FUNCTION

<u>Rating</u>	<u>Percentage</u>	<u>Number of Household Responses</u>
Excellent	36	513
Good	47	663
Fair	10	142
Poor	3	36
No Response	4	62
TOTAL	100.0	1416

This evaluation provides a general indication of what the citizens feel about the park maintenance function, but it must be reviewed in light of the low response from households and lack of response from certain neighborhoods.

- Personnel within the division are encouraged to improve their capabilities through formal study and by performing increasingly difficult tasks.
- Personnel are highly motivated and concerned with performing quality work. A measure of the division is reflected in the concern of the personnel for their work.
- Some leadmen have established a work task list for crews to ensure continued high productivity and that work that needs to be done is accomplished.
- A preventative maintenance program has been established for grounds-keeping equipment to prevent future downtime and loss of manpower.
- Young trees are shaped to avoid costly maintenance problems in the future.
- Roving park crews have been established. This concept has been shown to be extremely cost effective enabling the City of Long Beach to save \$396,000.

Problems do exist in park operations, however. Present operations are well managed and efficient, but opportunities for improvement were found in the areas of service levels, manpower utilization and incentives, coordination of effort, and equipment utilization.

1. Park service levels have not been formally defined.

Different parks are receiving different service levels. These differences are due to several factors, including park usage, type and extent of landscaping, and the lack of general policy guidelines with regards to park maintenance services. Furthermore, the number of non-maintenance activities that park crews are involved in has increased and will probably continue to increase. In addition to day-to-day park maintenance crews are involved in such activities as park development, median strips, construction of park facilities and sprinkler systems, and the trimming and planting of street trees.

2. Great amounts of manpower are expended in non-productive areas.

The technique of work sampling was used to measure productivity of work crews performing various park activities (see exhibits 11 and 12). The average productivity level of crews during the observation periods was 64 percent compared to an expected work productivity level of 85 percent (15 percent is allowed to cover anticipated unproductive time for personal needs, fatigue, and unpredictable delays. The principal cause for low productivity ratings among the crews, was not slow work pace, but rather travel time, lack of the proper equipment, and work methodology.

Daily Activity Logs were completed by park crews for a two week period. A Work Distribution Chart based upon that data (see Exhibit 13) was revealed that 39 percent of the time of park crews was spent in non-productive activities in areas of travel, cleanup and get ready, dumping, delay, and break and personal time.

3. Crew sizes were not always tailored to the tasks.

Although park crews were flexible in the assignment of men to work crews, situations were encountered where crew sizes were not tailored to the task to be done. An example of assigning an excessive number of men to a project would be the roving park crews, which consisted of three park maintenance men at the time of observation. Although the frequency of moving was cut down to twice a week, the crew size remained the same.

Example 1

Location: Conrad Avenue off of Peralta Boulevard

Work Task: Pruning young trees

Workmen at Site: 2 men

Equipment: 1 3/4 ton pickup truck

2 pruning shears

1 power saw

1 rake

1 pruning saw

Total Observation Time: 30 minutes

The crew consisted of a park maintenance man I and a park laborer. One man was doing the pruning and the other was cleaning up and driving the pickup. Frequent trips to the dump were being taken because the size of the truck was too small. Delays occurred because the cleaning process took a shorter period of time than the pruning process.

Questions

- . Should both prune at the same time and then clean up?
- . Should they go down one side of the street and then up the other side or should they do both sides of the street at the same time?
- . Should one man go to the dump even in bad weather?

Example 2

Location: Vallejo Mills Historical Park

Work Task: Installing "No Dumping" signs

Workmen at Site: 2 men

Equipment: 1 poledigger

1 shovel

1 gallon of paint

1 paint brush

1 3/4 ton pickup

Total Observation Time: 40 minutes

The crew consisted of a park maintenance man II and a park laborer. Both men were digging holes to put the posts for the "No Dumping" sign in. One man would then paint the posts once the signs were put in. Delays occurred because only one poledigger was available and upon the installation of the sign, one man would tamp the dirt down while the other stood, and then one would shovel in the dirt while the other stood.

Questions

- . Why are these signs being installed now? Is it not diverting the workers from more important tasks?
- . Why are the signs posts being painted now? Why aren't they painted when they're made in the shop?
- . Could this be a one man job?

Example 3

Location: Peralta Boulevard

Work Task: Trimming trees and raking leaves off of a backup lot

Workmen at Site: 4 men

Equipment: 2 3/4 ton pickups

1 pruning shear

3 rakes

Total Observation Time: 40 minutes

The crew consisted of two park maintenance men I, and two park laborers. One man was pruning while two others were raking leaves. One man was gone to the dump during the observation.

Questions

- . Why did the maintenance man go to the dump when a truck was going to come by to pick up the debris anyway?
- . Is there a piece of equipment which could pick up the leaves and eliminate the need for two men to rake?
- . Are there trees which are easier to maintain and don't drop so many leaves?

PARKS WORK SAMPLING OBSERVATION SHEET

[illegible]

PARK OPERATIONS WORK DISTRIBUTION CHART
(Park Maintenance Worker II-I)

<u>Work Activity</u>	<u>Percentage of Total Time</u>	<u>Equivalent Personnel</u>	<u>Annual City Cost (1975/76)</u>
Vacation/Sick Leave	5.66	1.7	\$ 18,485
Break	4.31	1.3	14,076
Get Ready/Cleanup	10.65	3.2	34,782
Dumping	5.34	1.6	17,440
Travel	11.76	3.5	38,407
Other Non-Productive	<u>1.63</u>	<u>.5</u>	<u>5,322</u>
	39.35	11.8	\$128,512
Policing	4.58	1.4	\$ 14,958
Park and Landscape Maintenance	43.23	13.0	141,184
Renewal	<u>12.84</u>	<u>3.8</u>	<u>41,934</u>
	60.65	18.2	\$198,076

4. The connection between productivity and incentives is weak.

The present job classification system hinders the ability of field management to reward good performance and penalize deficient performance.

5. Work planning and control systems are not consistent.

Although the work of the different sections involve a fairly wide range of tasks, skills and equipment, certain management practices related to planning, scheduling, controlling and evaluating the work are common to all functions. A review of present operations indicates that some of these ingredients already exist in varying degrees of formality. For example, some leadmen have a backlog of work available for the crews during slack periods and reports of accomplishment of work already exist with the leadmen evaluating performance based on their experience. While this represents a commendable step toward improved management control, none of the sections are using a fully integrated system of work planning and control.

Park maintenance personnel admitted that productivity tends to be seasonal. When the winter rains strike the Bay Area, it is excessively hard to find work for the crews at times. Thus, time is spent on lower priority work tasks.

6. The street tree index is not utilized to plan work.

A street tree index exists at present with records as to when each street tree was planted and pruned. This data, however, is not used at present to schedule trees for pruning in the future.

7. The equipment information system exists in a rudimentary fashion.

This system records when equipment was repaired or received preventative maintenance. However, necessary data for the Construction Leadman to exercise his function to make the necessary decisions to achieve maximum utilization of equipment at minimum cost does not exist.

8. Low utilization of the Hi-Ranger Tree Trimmer occurs.

Low utilization of the Hi-Ranger Tree Trimmer was found due to equipment downtime, lack of sufficient crew size, and the performance of other work activities.

9. Work programs and efforts are not coordinated.

Responsibility for grounds maintenance is divided. Presently, the Maintenance Division has responsibility for roadside weed control, and the Recreation and Leisure Services Department budgets funds for ball diamond maintenance and preparation.

Park maintenance is not coordinated between other public and private agencies and the City of Fremont in an attempt to reduce overall costs to the community.

There are several park sites adjacent to schools which the Fremont park crews spend a great deal of time to travel to in order to maintain them. The School District should be able to maintain these sites at a lower overall cost.

B. RECOMMENDATIONS

24. Determine the desired level of maintenance service for parks.

To ensure that park facilities are not neglected, a determination should be made about the basic level of service required to adequately maintain present facilities. A primary responsibility of the Parks Division is park maintenance. The following steps should be taken in setting a minimum standard of maintenance service.

- The City Council should decide whether or not present park maintenance is adequate, below or above what they consider appropriate. Although a desired level of service is hard to quantify, the Council can decide whether they feel park areas are adequately maintained.
- An inventory should be taken of all park-facilities requiring maintenance and of equipment required to do the work. The inventory should include such things as square feet of lawn area and beddings, number of trees and shrubs, linear feet of edging, type and amount of recreational apparatus, and nature of irrigation equipment.
- A park classification system should be established based on visitor or participant use of the area, uniqueness of facilities or park area, and its aesthetic role.
- After establishing a maintenance classification and inventorying park facilities, estimates should be made of total manhours, equipment, and supplies required to meet the established maintenance classification for present facilities.

With an established service level and an estimate of manhours, equipment, and supplies required to meet the established classification, management can more effectively plan and schedule additional special projects, which must be performed in addition to the regular maintenance activities. The inventory should be kept up-to-date and the overall service level, as well as required manhours, equipment, and supplies, should be reviewed at least every two years to ensure its appropriateness.

25. Explore the possibility of decentralizing park operations.

The Parks Division has suffered an increase in travel time and a corresponding decrease in work time as a result of the growth of the City's park system. Further problems are generated including a difficulty to adequately supervise employees.

In order to improve the operating effectiveness of this division, possibility of a reorganization should be examined wherein all routine parks and landscaped maintenance area operations would be divided into geographical districts. The City of Phoenix found that time required for travel to work sites decreased approximately 33 percent when park operations were decentralized with the increase in available manhours enabling the maintenance of additional park sites and landscaped areas.

ANNUAL COST	AVOIDANCE	\$7100
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26. Explore alternatives to reduce seasonal workload fluctuations.

Seasonal fluctuations in workload levels do occur. The increase in the workload in the summer that is above and beyond the capability of full-time park maintenance personnel to perform is handled through part-time labor. However, the decrease in workload in the winter cannot be compensated for.

Alternative ideas which may be explored include:

- . Staffing with "key men" at the "valleys" of the workload projection with part-time personnel used to fill in the peaks;
- . Shifting personnel between crews to smooth out "peak and valley" problems;
- . Assigning a limited number of parks personnel to specific on-going job assignments with the majority of the personnel in a "pool" to be assigned to crews and jobs as needed on a monthly basis;
- . Pre-establish "priorities of work" so that if a peak workload prevents all work from being done, certain "priority" tasks are sure to be done.

27. Explore the possibility of utilizing part-time labor to get ready/cleanup.

Presently, each park maintenance person (Park Maintenance Worker II-I) spends an average of thirty minutes each day to get their equipment ready and get out of the corporation yard and to cleanup at the end of the day. During the time the park maintenance personnel completed daily activity logs, the personnel spent 10.6 percent of their time on get ready/cleanup activities. Significant savings would result if part-time personnel were utilized to perform these activities.

ANNUAL COST	AVOIDANCE	\$15,000
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28. Expand the responsibilities of the Central Park maintenance crew to include the City Government Building.

Presently, the Landscape Maintenance Section is responsible for maintenance of the City Government Building. This requires crews from this section to travel from the Corporation Yard to the City Government

Building. However, it would be more natural for crews maintaining Central Park with a service center adjacent to the City Government Building to maintain the building.

Annual Cost Avoidance

\$7,500

29. Reduce the size of the street tree crew responsible for medium street trees upon receipt of the additional Hi-Ranger.

In July, 1975, the City of Fremont will take delivery on an additional Hi-Ranger that was authorized in June, 1974. This will bring the number of Hi-Rangers within the Park Division to two. At that time, the responsibilities of each crew for the Hi-Ranger should be broken down into medium and large street trees. This will enable a reduction of the standard three man street tree crew to two for the crew responsible for medium street trees.

Annual Cost Avoidance

\$11,000

30. Explore the possibility of reduction of crew sizes

At present, the proper number of men are not always assigned to a crew. At time, crew size remains the same regardless of the job or work requirements. Potential reductions in crew size should be examined.

a. Park Maintenance Crew

There are currently two roving park maintenance crews which handle general maintenance at various parks. These crews consist of three men. During the winter, they mow parks twice a month versus four times a month in the summer. However, the crew size is not reduced in the winter during the week the crew is not mowing parks instead spending their time visiting each park doing general clean up such as cleaning restrooms, picking up trash, leveling sand sweeping leaves, pruning, sweeping sidewalks, and emptying trash containers. This type of work could be done by one man in about 50 percent more time than required by three men.

b. Tree Trimming Crew

There is presently one tree trimming crew for mature trees consisting of three men. Two men cleanup after the trimmer by stacking the brush and directing traffic. The clean-up operation is faster than the trimming operation and idle time does occur.

Much of the work of the Parks Division is seasonal. This is demonstrated by the mileage of field vehicles and the acres of parks mowed (see Exhibits 14 and 15). However, other efforts are not seasonal including the policing of parks and the trimming of trees (see Exhibits 16 and 17). The service levels provided within these areas should be examined as to whether the efforts should be seasonal. Should the effort to police parks be decreased beginning in November with a resultant decrease in crew size, and the personnel transferred to the Street Tree Section to boost the effort within that area until the beginning of March?

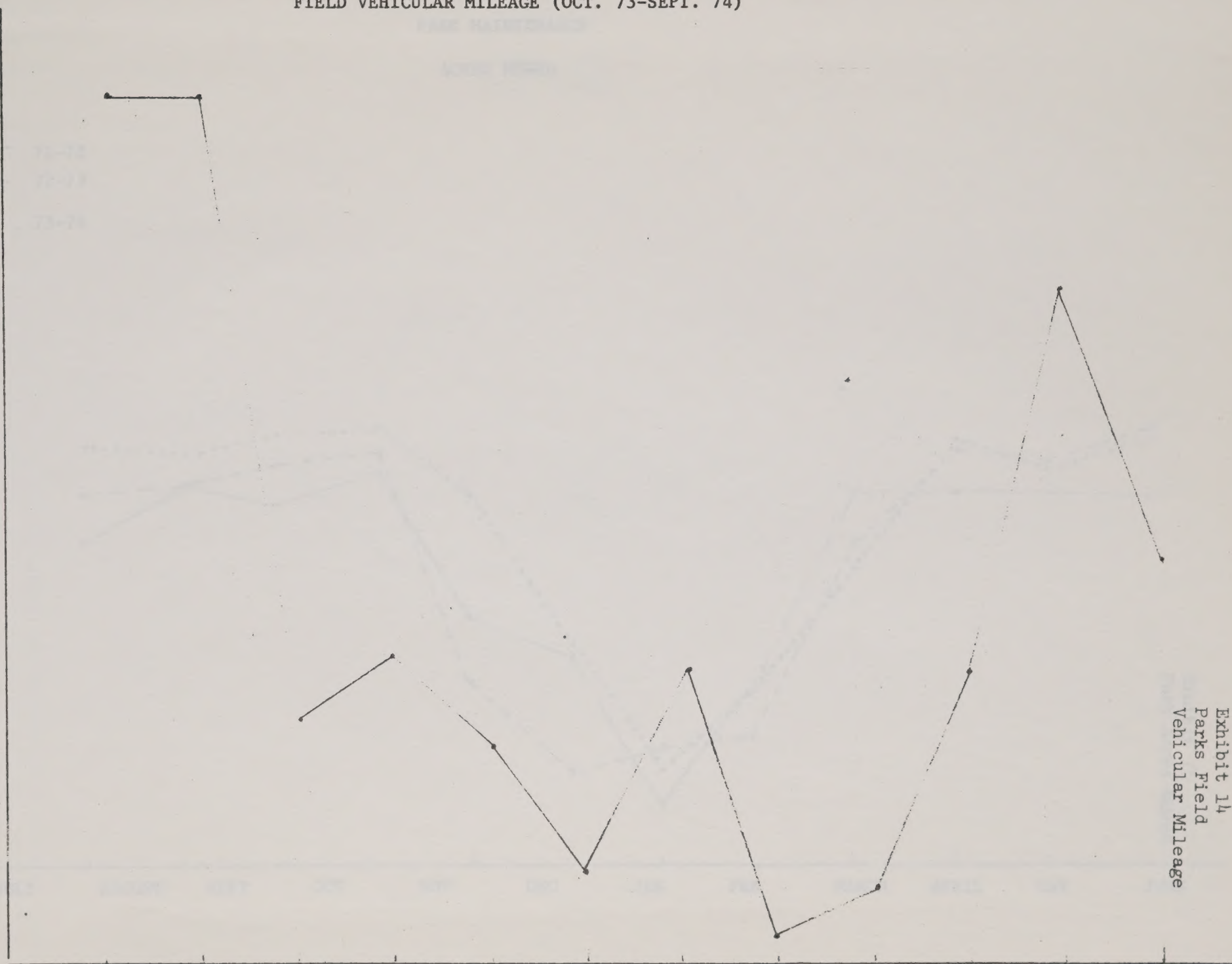
Miles

FIELD VEHICULAR MILEAGE (OCT. 73-SEPT. 74)

19400
18800
18200
17600
17000
16400
15800
15200
14600
14000
13400
12800
12200
11600
11000

JULY 74 AUG 74 SEPT 73 OCT 73 NOV 73 DEC 73 JAN 74 FEB 74 MARCH 74 APRIL 74 MAY 74 JUNE 74

Exhibit 14
Parks Field
Vehicular Mileage



PARK MAINTENANCE

ACRES MOWED

—— 71-72
- - - 72-73
... 73-74

Acres

800

700

600

500

400

300

200

100

JULY

AUGUST

SEPT

OCT

NOV

DEC

JAN

FEB

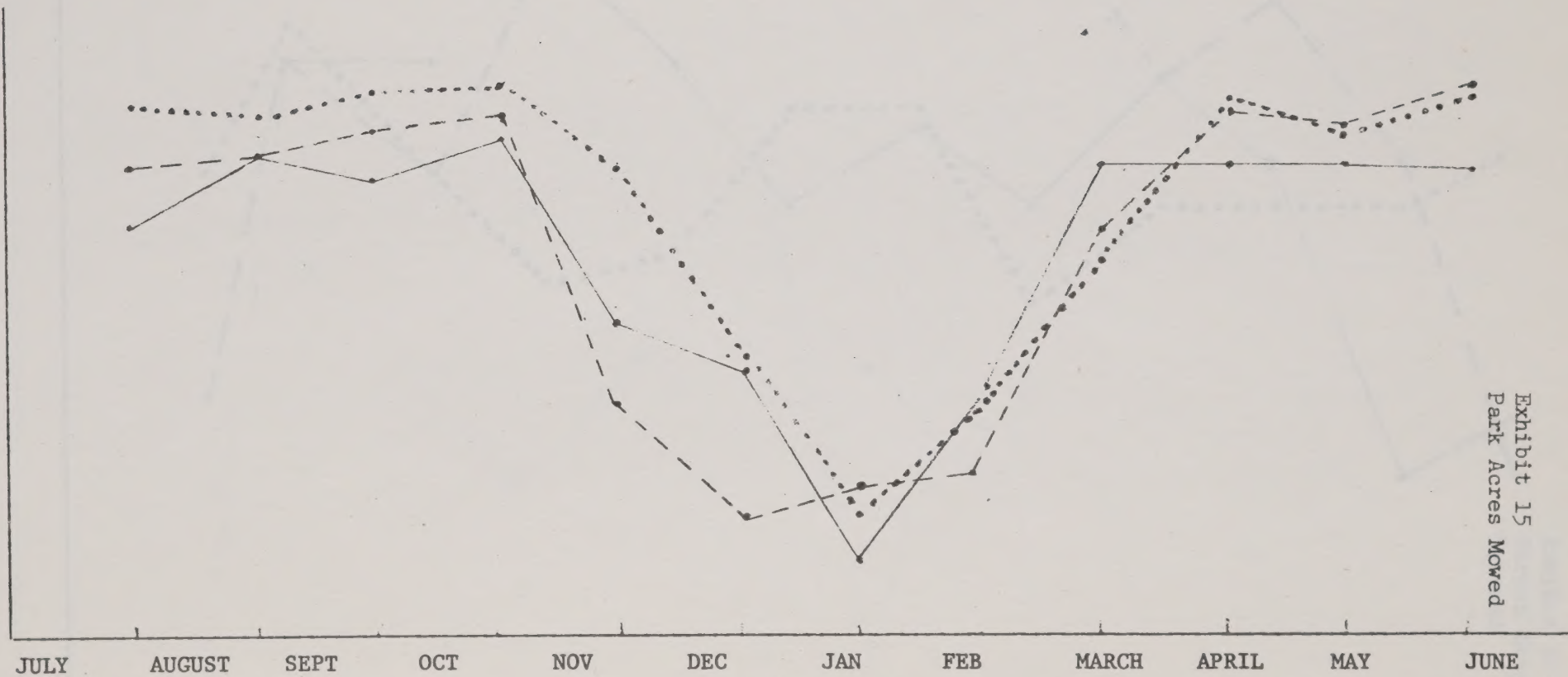
MARCH

APRIL

MAY

JUNE

Exhibit 15
Park Acres Mowed



STREET TREES
TREES TRIMMED

— 71-72
- - - 72-73
... 73-74

Trees Trimmed

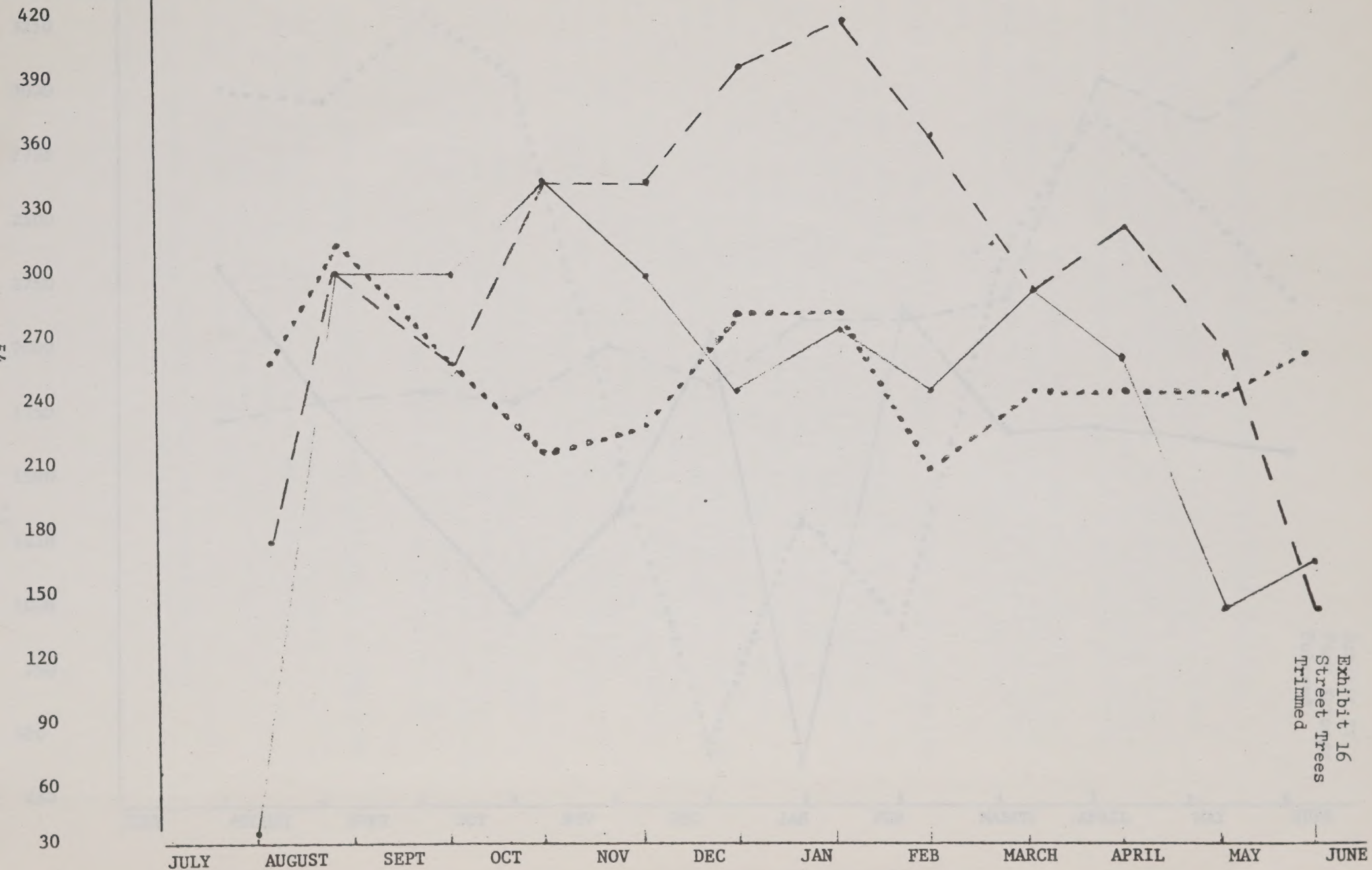


Exhibit 16
Street Trees
Trimmed

PARK MAINTENANCE

ACRES POLICED

71-72

72-73

73-74

Park Acreage

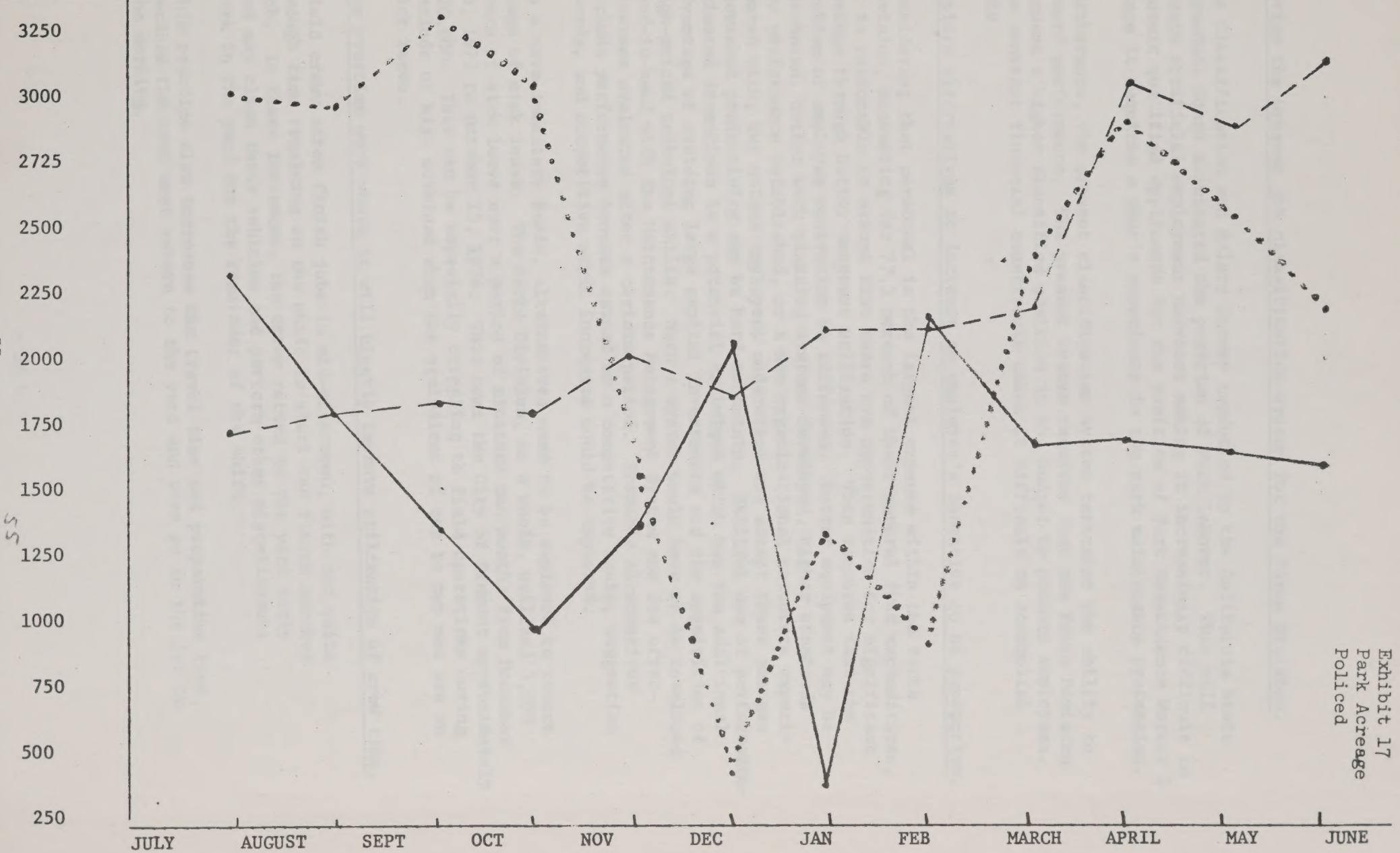


Exhibit 17
Park Acreage
Policed

31. Revise the present job classification system for the Parks Division.

The Classification and Salary Survey conducted by the California State Personnel Board eliminated the position of Park Laborer. This will create artificial employment barriers making it increasingly difficult to recruit qualified applicants for the position of Park Maintenance Worker I since it requires a year's experience in the park maintenance profession.

Furthermore, the present classification system restrains the ability to reward performance. The present system requires that the Parks Division request a higher classified position in the budget to promote employees. The constant financial constraints makes it difficult to accomplish this.

32. Explore alternatives to increase an employee's incentive to be productive.

Considering that personnel is the largest expense within the Parks Division, accounting for 77.3 percent of their general fund expenditures, it is reasonable to assume that there are opportunities for significant savings through better manpower utilization. This requires that the problem of employee motivation be addressed. Better equipment may be purchased, better work planning systems developed, higher standards for performance established, or a new organizational structure experimented with, but unless employees understand and accept these changes increased productivity may be hard to obtain. Skillful use of performance-oriented incentives is a potential technique which has the additional advantage of avoiding large capital investments and the acquisition of high-priced technical skills. Such a system would have to be developed hand-in-hand with the Maintenance Management System and its effectiveness evaluated after a certain period. Possible alternatives include performance bonuses earned on a competitive basis, suggestion awards, and competitive merit increases could be explored.

On a more immediate basis, alternatives need to be explored to reduce usage of sick leave. The Parks Division, as a whole, utilized 3,800 hours of sick leave over a period of nineteen man months from December 15, 1972 to October 15, 1974. This cost the City of Fremont approximately \$20,000. This can be especially crippling to field operations during periods of high workload when the equivalent of one to two men are on sick leave.

33. Use overtime work where it will clearly improve utilization of crew time.

Field crews often finish jobs in mid-afternoon, with not quite enough time remaining on the shift to start and finish another job. In these instances, the crews return to the yard early and may clean their vehicles and perform other miscellaneous work in the yard for the remainder of the shift.

This practice also increases the travel time and preparation time, because the crew must return to the yard and then go to the job in the morning.

In such instances, the supervisor should determine whether overtime is appropriate, and if it is, overtime should be approved. (While the limits of such overtime will vary depending on workload, job conditions, and budget constraints, a general guideline might be if the job can be completed within one additional hour or less, overtime should be authorized.)

Abuses of this practice by certain crews could be spotted and eliminated by careful supervisory review of the overtime records.

As a part of this approach, the supervisors should ensure that each crew has enough jobs assigned to fill out, under normal job conditions, an 8-hour day, so that no crew finds itself in the position of being finished by mid-afternoon with no more work scheduled to be done.

34. Establish additional dumping grounds

It is recommended that satellite dumps be established in various locations throughout the City to reduce travel time. During the two weeks the park crews completed Daily Activity Logs, 16 percent of their time was spent traveling to and from the dump and dumping. During an observation of a Landscape Maintenance crew, waste material was dumped at the East Bay Dump, which was a 40 minute round trip, although the Street Sweepers were dumping their debris across the street to be picked up later in the day. Productivity and available time for work can be increased by establishing satellite dumps.

35. Explore the possibility of computerizing the street tree index.

Through computerization of the Street Tree Index, the Street Tree Leadman would be given a quarterly report on the trees requiring pruning, the date the tree was last pruned and the approximate size of the tree. This would enable better planning and preparation of work with detailed work plans. A schedule four months in advance could then be developed for the accomplishment of the tasks and selection of the proper equipment and personnel. This would ensure common service levels throughout the City and enable greater efficiencies through a reduction in travel time.

36. Establish a Work Order system.

Cost data are important to the Parks Division to determine cost implications of contractural work as opposed to the utilization of City labor. The division should begin to identify costs of all special projects. This system would constitute an important step for more effective work planning and control. Each work order should indicate an estimated completion date to provide a useful benchmark for comparing actual work performance with the estimated schedule in addition to indicating the work to be done, equipment and materials required. The work order carbons would be kept by the leadman in a dated tickler file for control purposes.

37. Develop an equipment management information system.

This system should provide the necessary data to the Construction Leadman to exercise his function and make the necessary decisions to achieve maximum utilization of equipment at minimum cost. Ingredients of such a system should include:

- . Operating cost data for each piece of equipment
- . Utilization data for each piece of equipment
- . Repair requirements in advance of the performance of the work
- . Turn-around time for mechanical repairs
- . Resale value

An economic replacement formula should be applied to the grounds-keeping equipment to determine the proper time for replacement. This treatment is based on the objective of achieving the lowest possible operating cost over the entire economic life of the unit.

38. Explore methods to increase the utilization of the Hi-Ranger.

The Hi-Ranger is utilized to trim tall, mature trees and has an extendable boom. This is an expensive piece of equipment costing approximately \$30,000. During the nine days the Daily Activity Log was completed, the Hi-Ranger was being utilized only 38.31 percent of the time. The major reasons for low utilization was equipment down time (11 percent), lack of a sufficient crew size to operate the Hi-Ranger (11 percent), travel (8.5 percent), and chipping (22.1 percent).

While these figures may not represent a period of a year, they do indicate the type of problems in equipment utilization which need to be focused upon.

39. Terminate the leases of parks from the Fremont Unified School District.

In 1959, the City of Fremont leased four school parks. The reason these parks were leased was because the City didn't have any park sites itself and it wished to establish a foundation for a park system even if it meant leasing these areas from the school system. Now, the City has acquired 688 acres of parks and the original need for the school parks has ceased. It is costing the City \$3,000 a year to maintain these park sites, which could be better maintained by the School districts. Conversations with the Park Supervisor revealed that the City is not able to devote as much maintenance attention to these park sites as they deserve. The City should evaluate the surrounding community's needs for the school park and enter into negotiations with the School District to terminate those leases determined to not warrant continued City maintenance.

ANNUAL COST	AVOIDANCE	\$3000
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40. The City of Fremont should coordinate maintenance services with other public and private agencies.

The City of Fremont should attempt to better coordinate its maintenance services with other agencies to reduce the overall cost of maintenance to the community. For example, the City might negotiate with the

School District to see how much they would charge to maintain Patterson Park, Noll Park, Gomes Park, Azeveda Park, and Centerville Park. The school district might be able to maintain these areas at a lower overall cost.

41. Explore the possibility of joining together with neighboring cities to purchase expensive but limited-utilization park equipment.

Although equipment pools are difficult to establish among divisions, much less cities, neighboring cities and private agencies should be contacted to explore joint purchase and/or rental of park equipment which has multi-city applications.

42. Consolidate the City weed spraying program.

Through purchase of a spray rig costing the City \$13,000 - \$18,000 as a one-time capital purchase and \$1,500 annually in additional chemicals, the City would be able to save annual contractual expenses totaling \$15,000 and a cost of labor avoidance of \$2,000.

For fiscal year 1975/76, the Maintenance Division will expend \$13,000 annually on a contract to control weeds on roadside rights-of-way and the Parks Division expends \$2,000 to control weeds on medians and within parks.

The Parks Division has a small spray unit, but it only has a capacity of 150 gallons. The unit requires constant refilling, and two workers: one to drive and one to spray. A larger spray/rig of 300 gallons would normally require only one worker as the unit has a boom extension allowing the worker to drive and spray at the same time.

Annual Cost Avoidance

\$17,000

43. Transfer the responsibility for softball diamond preparation to the Park Division.

During fiscal year 1974/75, the Department of Recreation and Leisure Services will expend approximately \$1,400 for part-time grounds-keepers to prepare softball diamonds prior to games. Recreation aides are used for this purpose. This would be a more appropriate function for a ground maintenance person rather than leisure services.

44. Reexamine utilization of seasonal labor.

Currently, the Parks Division expends \$44,000 annually on part-time labor. Two problems are experienced with this program:

- . A lack of part-time leadership to direct the efforts of the part-time laborers;

- . The Hire-A-Teen Program is only two weeks long, although it represents 25 percent of the funds utilized to hire part-time labor. By the time the teens have sufficient training to perform the job effectively, the program terminates.

The feasibility of integrating the Hire-A-Teen Program into the regular seasonal labor effort and then hiring teenagers for longer periods of time should be explored. Also, part-time appropriations should be used to hire seasonal leadership to give better direction to the program.

VI. PLAN FOR IMPLEMENTING PROPOSED CHANGES IN THE PARKS DIVISION

<u>Action to be Taken</u>	<u>Administrative Responsibility</u>	<u>Estimated Completion Date</u>
1.0 Develop a Parks Division Work Planning and Performance Monitoring System	Management Analysis Division/ Parks Division	June, 1975, and revised annually
1.1 Establish Goals and Objectives		
1.2 Define Management Responsibilities		
1.3 Establish more meaningful Workload Indices and Output Standards		
1.4 Develop a Maintenance Management System		
2.0 Input Park Maintenance concerns into the revision of the Subdivision Ordinance and insure proper review of subdivision plats	Management Analysis Division/ Parks Division	March, 1975
2.1 Develop tighter standards for the dedication of parks and parkways within the Subdivision Ordinance		
2.2 Establish Administrative Regulation for the City Technical Coordinating Committee		
3. Develop policies for medians and rights-of-way.	Management Analysis Division/ Engineering Division/ Parks Division	December, 1975
4. Concentrate acquisition efforts on community parks.	Parks Division	In effect now
5. Parks should not be developed in increments of less than five acres.	Parks Division	June, 1975
6. Revise City Council Resolution 1799.	Management Analysis Division	December, 1975
7. Explore new alternatives for funding of parks and open space.	Management Analysis Division/ Parks Division	December, 1975
8. Reexamine the City policy of highly developing each park site.	Management Analysis Division	February, 1976

<u>Action to be Taken</u>	<u>Administrative Responsibility</u>	<u>Estimated Completion Date</u>
9. Establish a project control system.	Management Analysis Division	February, 1975
10. Establish a Performance Appraisal System.	Management Analysis Division/ Personnel Division	February, 1976
	Management Analysis Division	March, 1975
11. Hold regular division staff meetings.	Parks Division	February, 1975
12. Establish a departmental operating instruction for the park design process to integrate maintenance concerns.	Parks Division	January, 1975
13. Input costs of maintaining park sites into future considerations of development.	Engineering Division/Parks Division	January, 1975
14. Simplify the design process:		
. Parks design project assignment form	Management Analysis Division/ Parks Division	April, 1975
. Work process chart		
. Greater utilization of conceptual designs		
. Parks design manual and checklist		
15. Modify purchasing requisition process.	Finance Division/ Management Analysis Division	June, 1975
16. Allow presentation of park designs by Management personnel from the Design Section.	Management Analysis Division/ Parks Division	July, 1975
17. Develop a clerical backup system.	Management Analysis Division	April, 1975
18. Consolidate the leave reporting system.	Management Analysis Division/ Personnel Division	August, 1975
19. Establish an executive development program.	Management Analysis Division/ Personnel Division	June, 1976

<u>Action to be Taken</u>	<u>Administrative Responsibility</u>	<u>Estimated Completion Date</u>
20. Establish a supervisory training program.	Management Analysis Division/ Personnel Division	January, 1976
21. Conduct a talents inventory of each employee within the Parks Division.	Management Analysis Division Parks Division	January, 1976
22. Revise the Personnel examination process for the Parks Division.	Management Analysis Division/ Parks Division/ Personnel Division	February, 1975
23. Inspection of City parks and landscape areas should be conducted annually.		
24. Determine the desired level of maintenance services for parks.	Management Analysis Division/ Parks Division	June, 1975
	Management Analysis Division/ Parks Division	June, 1975
25. Explore the possibility of decentralizing Park operations.	Management Analysis Division/ Parks Division	June, 1975
26. Explore alternatives to reduce seasonal workload fluctuations.	Management Analysis Division/ Parks Division	June, 1976
27. Explore the possibility of utilizing part time labor to get ready/cleanup.	Management Analysis Division/ Parks Division	June, 1976
28. Expand the responsibilities of the Central Park maintenance crew to include the City Government Building.	Parks Division	February, 1975
29. Reduce the size of the street tree crew.	Parks Division	July, 1975
30. Explore the possibility of reduction of crew sizes.	Management Analysis Division/ Parks Division	December, 1975
31. Revise the present job classification system for the Parks Division.	Management Analysis Division/ Parks Division/ Personnel Division	March, 1975

<u>Action to be Taken</u>	<u>Administrative Responsibility</u>	<u>Estimated Completion Date</u>
32. Explore alternatives to increase an employee's incentive to be productive.	Management Analysis Division/ Parks Division/Personnel Division	June, 1976
33. Use overtime work where it will clearly improve utilization of crew time.	Management Analysis Division/ Parks Division	June, 1976
34. Establish additional dumping grounds	Maintenance Division/ Management Analysis Division/ Parks Division	March, 1975
35. Explore the possibility of computerizing the street tree index.	Management Analysis Division/ Parks Division	December, 1975
36. Establish a work order system.	Management Analysis Division/ Parks Division	March, 1975
37. Develop an Equipment Management Information System.	Management Analysis Division/ Parks Division	July, 1976
38. Explore methods to increase the utilization of the Hi-Ranger.	Management Analysis Division/ Parks Division	June, 1975
39. Terminate the leases of Parks from the Fremont Unified School District.	Management Analysis Division	June, 1975
40. Coordinate Park Maintenance services with other public and private agencies.	Management Analysis Division	March, 1976
41. explore the possibility of joining together with neighboring cities to purchase expensive but limited utilization park equipment.	Management Analysis Division	December, 1975
42. Consolidate the City weed spraying program.	Maintenance Division/Parks Division	October, 1975
43. Transfer the responsibility for softball diamond preparation to the Parks Division.	Management Analysis Division/ Recreation and Leisure Services Department/Parks Division	July, 1975
44. Reexamine utilization of seasonal labor.	Management Analysis Division/ Parks Division	December, 1975

APPENDIX

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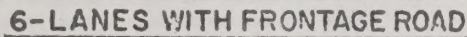
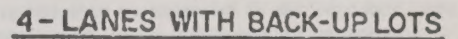
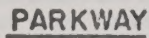
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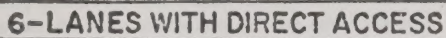
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CAPITAL IMPROVEMENT PROGRAM PARK DEVELOPMENT EXPENDITURES BY BENEFIT AREA

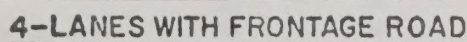
<u>Park Site</u>	<u>FY</u>	<u>Expenditure</u>	<u>Comments</u>
<u>WARM SPRINGS BENEFIT AREA</u>			
Warm Springs (CP)	77/78	\$430,000	Phase II Development
Starlite Hills (NP)	76/77	180,000	Phase I Development
<u>OLD MISSION BENEFIT AREA</u>			
Arroyo Agua Caliente (NP)	75/76	80,000	Phase I Development
Mission Hills West (CP)	75/76	200,000	Site Acquisition
	79/80	630,000	Phase I Development
<u>MISSION BENEFIT AREA</u>			
Highlands (NP)	75/76	15,000	Total Development
Mission San Jose (CP)	75/76	300,000	Phase I Development
<u>CENTERVILLE BENEFIT AREA</u>			
Centerville (CP)	75/76	175,000	Phase II Development
Williams (HP)	75/79	170,000	
<u>NILES BENEFIT AREA</u>			
Niles (CP)	76/77	700,000	Phase I Development
Vallejo Mill (HP)	78/79	175,000	
California Nursery (HP)	75/76	35,000	
Shinn (HP)	77/78	135,000	
<u>NORTH CENTERVILLE BENEFIT AREA</u>			
Los Cerritos (CP)	75/76	250,000	Phase II Development
Rancho Arroyo (NP)	76/77	40,000	Phase II Development
<u>CENTRAL PARK BENEFIT AREA</u>			
Central Park	75/77	5,700,000	
<u>NORTHGATE BENEFIT AREA</u>			
Northgate (CP)	75/76	450,000	Phase I Development



4-LANES WITH DIRECT ACCESS



RESIDENTIAL COLLECTOR STREET



MINOR RESIDENTIAL STREET

(AND CUL-DE-SAC STREET OVER
300' IN LENGTH)

CITY OF FREMONT
STANDARD DETAILS
STREET GEOMETRICS
SHEET 1 OF₆₇₄ SHEETS

APPROVED BY

Perrine
DIR. PUBLIC WORKS

DATE 11-29-1966

DRWG NO. SD-2

ARTICLE 7. SUBDIVISION STANDARDS.

Sec. 8-1700. Requirements.

Except where modified by the planning commission, as provided by article 9 of this chapter, each subdivision and the map thereof shall be in conformity with the standards as set forth or referred to in this article.

Sec. 8-1701. Buildable lots.

All subdivisions shall result in the creation of lots which are developable and capable of being built upon. No subdivision shall create lots which are impractical of improvement due to steepness of terrain, location of watercourses, or other natural physical conditions.

Sec. 8-1702. Access to public streets.

All lots or parcels created by the subdivision of land shall have access to a public street of the standards, as hereinafter required. Private streets shall not normally be permitted. However, if the commission determines that the most logical development of the land requires that lots be created which cannot feasibly be served by a public street, a private street may be approved. The subdivider shall submit a development plan showing the alignment, width, grade and material specifications of any proposed private street, the topography and means and access to each lot, and drainage of the subdivision. Construction of the private street as approved by the city engineer shall be completed prior to completion of construction and/or occupancy on the lots.

Sec. 8-1703. Streets and thoroughfares — Conformance.

The subdivision design shall conform to the pattern of thoroughfares designated in the General Plan, and to any future street rights-of-way designated by the commission and approved by the council. Whenever a subdivision embraces or is adjacent to any thoroughfare included in the tract shall be platted by the subdivider in the location indicated.

Sec. 8-1704. Same — Minimum standards.

Where higher standards have not been established as specified in section 8-1703, all streets and thoroughfares shall be platted according to the following minimum standards except where it can be shown by the subdivider, to the satisfaction of the commission, that the topography or the small number of lots served and the probable future traffic development are such as to unquestionably justify a narrower width. Increased widths may be required where streets are to serve commercial property or where probably traffic conditions warrant such.

Classification	Right of way (ft.)	Pavement width (ft.)
(1) Parkway	120	84
(2) Major thoroughfare	104	84
(3) Secondary thoroughfare	84	64
(4) Residential collector street	60	40
(5) Industrial service street	80	60
(6) Minor residential street	56	36
(7) Frontage road	42	29
(8) Alley	30	30

(9) Cul-de-sac. Shall have a minimum right-of-way width of fifty-two feet and minimum pavement width of thirty-two feet, shall terminate in a circular turn-around with a minimum right-of-way diameter of one hundred feet and minimum pavement diameter of eighty feet. A cul-de-sac shall not normally have a greater length than five hundred feet.

Sec. 8-1705. Same — Street pattern.

The street pattern in the subdivision shall be in general conformity with a plan for the most advantageous development of adjoining areas and the entire neighborhood or district. The following principles shall be observed:

(1) Where appropriate to the design, proposed streets shall be continuous and in alignment with existing, planned or platted streets with which they are to connect. The center lines of streets not in alignment shall be offset at least one hundred twenty-eight feet.

(2) Proposed streets shall be extended to the boundary lines of the land to be subdivided, unless prevented by topography or other physical conditions, or unless, in the opinion of the commission, such extension is not necessary for the coordination of the layout of the subdivision with the existing layout or the most advantageous future development of adjacent tracts.

(3) In the case of stub-end streets extending to the boundary of the property, a one-foot strip the width of the street right-of-way shall be deeded to the city at the end of the stub-end street, and improvements of the strip shall be suspended, pending the extension of the street into adjacent property. Where required by the commission, a temporary turn-around or a temporary connection to another street shall be provided by the subdivider.

(4) Proposed streets shall intersect one another as nearly at right angles as topography and other limiting factors of good design permit.

(5) Excessively long straight residential streets, conducive to high speed traffic, shall be prohibited.

(6) Alleys shall not be permitted in residential subdivisions, but may be required in nonresidential subdivisions.

Sec. 8-1706. Same — Design adjacent to thoroughfares.

Subdivision design adjacent to thoroughfares shall be as specified in the General Plan, and as determined by the commission. The following principles and standards shall be observed:

(1) Street design shall have the purpose of making adjacent lots, if for residential use, desirable for such use by cushioning the impact of heavy traffic, and of minimizing the interference with traffic on such thoroughfares.

(2) The number of intersecting streets along thoroughfares shall be held to a minimum. Wherever practicable, such intersections shall be spaced not less than thirteen hundred twenty feet on center.

(3) Frontage roads, if required, shall conform to the standards specified in section 8-1704, and shall be separated from the thoroughfare by a strip of permanent landscaping, subject to approval by the commission, not less than ten feet in width. Frontage roads shall enter thoroughfares by means of bulb-type intersections capable of stacking at least four cars between the frontage road and the thoroughfare.

(4) Where frontage roads are not required, residential lots adjacent to the thoroughfare normally will be required to be served by a minor street paralleling the thoroughfare at a generous lot depth therefrom, or by a series of cul-de-sacs or loop streets extending toward the thoroughfares from a collector street some six hundred feet therefrom. In such cases a wall or fence of a design approved by the commission, shall be required within the right-of-way at the rear of properties adjacent to the thoroughfare. A strip of permanent landscaping not less than six feet in width, subject to approval of the commission, shall be required adjacent to the wall or fence, facing the thoroughfare.

(5) When the rear of any lot borders any thoroughfare, the subdivider may be required to execute and deliver to the city an instrument, deemed sufficient by the city attorney, prohibiting the right of ingress and egress from the thoroughfare to the lot.

Sec. 8-1707. Same -- Grades, curves and sight distances.

Grades, curves and sight distances shall be subject to approval by the city engineer, to insure proper drainage and/or safety for vehicles and pedestrians. The following principles and minimum standards shall be observed:

- (1) Grades of streets shall not be less than three-tenths per cent, nor greater than fifteen per cent.
- (2) At street intersections, property line corners shall be rounded by an arc, the radius of which shall be not less than ten feet.
- (3) The radii of curvature shall not normally be less than four hundred feet on the center line of thoroughfares, and less than one hundred feet on the center line of collector or minor streets.

Sec. 8-1708. Same -- Curbs, sidewalks and pedestrian ways.

The following principles and standards shall apply to the design and installation of curbs, sidewalks and pedestrian ways:

- (1) Vertical curbs and gutters shall be required in all subdivisions when adjacent to a sidewalk. Rolled curbs of an approved design may be permitted when sidewalks are not required.
- (2) Sidewalks shall be required on both sides of the street in any subdivision or portion thereof having any lot with an area of less than one-half acre.
- (3) The requirement for sidewalks may be omitted, at the discretion of the planning commission, in a subdivision or section thereof in which all lots have an area of one-half acre or more.
- (4) When required for access to schools, playgrounds, shopping centers, transportation facilities, other community facilities, or for unusually long blocks, the planning commission may require pedestrian ways not less than ten feet in width.
- (5) Sidewalks shall be located within the street right-of-way one-half foot from the dedicated boundary of the street.

Sec. 8-1709. Hillside and large lot subdivisions.

In the case of subdivisions or portions thereof having an average slope of not less than eight per cent the commission in the exercise of its discretion may modify the foregoing requirements of this chapter in a manner that will result in the best possible utilization of the land to be subdivided giving consideration to the topography of the land and the general character of the proposed subdivision. The following principles and standards shall be observed:

- (1) The basis for requirements for street and roadway widths and design shall be the topography of the land and the density of development in terms of the proposed number of dwellings to be served by the street or roadway.
- (2) Street grades for minor streets may be increased to a maximum of twenty per cent.
- (3) The dedicated width of any two-way street may be reduced to forty feet, with a minimum pavement width of twenty-six feet.
- (4) The dedicated width of any one-way street shall not be reduced to less than thirty feet, with a minimum pavement width of not less than twenty feet.
- (5) The foregoing reductions may be applied only in the case of subdivisions or sections thereof in which all lots have an area of one-half acre or more.
- (6) Integral sidewalks and curbs may be permitted.

Sec. 8-1710. Trees.

(a) Street trees shall be provided by the subdivider in all subdivisions, either within the street right-of-way, or within a dedicated planting easement, not less than six feet wide adjacent to the street, as required. Street trees shall be selected, installed and maintained in accordance with the standard specifications.

(b) Trees with a trunk diameter six inches or greater, measured at four feet above ground level, except commercial type nut or fruit bearing trees, on private property within any subdivision shall be preserved and retained, unless permit for the removal thereof has been obtained in accordance with section 4-3101 of this municipal code.

Sec. 8-1711. Utilities.

(a) All electric power and communications lines, wires and conduits or similar or associated electrical materials or devices shall be placed underground pursuant to the regulations, exceptions and other standards and provisions of Chapter 3, Title VI of this Code.

(b) Utility easements, ten feet in width, shall be provided within the subdivision where required for public utility purposes. Modification of the easement width requirement may be granted only when approved by both the city engineer and the public utility or utilities concerned. Under normal circumstances, utility facilities which are to be placed underground shall be located within the street right-of-way, provided that upon the mutual agreement of the city engineer, subdivider and utility or utilities concerned such facilities may be located in easements within the front yard or along the side lot line or rear lot line. If overhead public utility facilities are allowed they shall normally be located in rear or side yard easements, except upon proof the same cannot be accomplished by reasonably available and economic means; provided, that in Industrial Park (I-P) zoning districts established pursuant to Chapter 2, Title VIII of this Code, the overhead wires and supporting structures allowed to be erected in such districts shall be placed within approved easements located along rear lot lines which rear lot lines do not join the side lot line of an adjacent parcel.

Sec. 8-1712. Residential lot and block design.

Blocks shall have sufficient width for an ultimate layout of two tiers of lots therein of the size required by the provisions herein or the Zoning Ordinance, unless the surrounding layout or lines of ownership justify or require a variation from this requirement.

Sec. 8-1713. Block standards.

Blocks shall not normally exceed two thousand feet in length between street lines, except in hillside development and/or where subdivisions containing parcels of one-half acre or larger justify or require a variation from this requirement. In any block over nine hundred feet in length the commission may require that a crosswalk or pedestrian way, not less than ten feet in width be provided near the center and entirely across such block.

Sec. 8-1714. Lot standards.

The size, shape and orientation of lots shall be appropriate to the location of the proposed subdivision and to the type of development contemplated. The following principles and standards shall be observed:

- (1) The minimum area and dimensions of all lots shall conform to the requirements of the Zoning Ordinance for the district in which the subdivision is located.

(2) The side lines of all lots, so far as possible, shall be at right angles to the street which the lot faces, or approximately radial to the center of curvature, if such street is curved. Side lines of lots shall be approximately radial to the center of curvature of a cul-de-sac on which the lot faces.

(3) No lot shall have a street frontage less than thirty-five feet.

(4) No lot shall have a width less than forty-five feet at the building set-back line.

(5) Corner lots for residential use shall be plated wider than interior lots in order to permit conformance with the required street side yard requirements of the Zoning Ordinance.

(6) No lot shall have a depth of less than one hundred feet. Where the rear of a lot is adjacent to a playground, shopping center, industrial tract, or other similar nonresidential use, or to the right-of-way of a freeway, railroad, or thoroughfare, the depth shall be increased to a minimum of one hundred and twenty feet. Lots fronting directly on a thoroughfare shall have a minimum depth of one hundred and twenty feet.

(7) No lot shall be divided by a city boundary line.

(8) A lot in excess of twice the width shall be avoided whenever possible.

(9) No remnants of property shall be left in the subdivision which do not conform to lot requirements, or are not required for a private or public utility purpose.

Sec. 8-1715. Neighborhood facilities — other than parks.

The following provisions shall apply to certain neighborhood facilities except park and recreational facilities:

(a) The subdivider shall reserve sites, appropriate in area and location, for necessary and desirable residential facilities, such as schools and shopping centers. Such sites shall be located in accordance with the principles and standards contained herein or expressed in the general plan. If not dedicated to the public by the subdivider, school sites shall be reserved by the subdivider for a period of not less than one year pending purchase.

(b) The neighborhood facilities needed shall be determined on the basis of the estimated number of families in the area to be served by the facilities.

(c) Service areas determining the need for residential facilities at the district or community level are subject to special determination, based on the general plan. The "planning neighborhood" will normally provide the basis for estimating the number of families to be served by facilities at the local level. A "planning neighborhood" may be identified by the following characteristics:

(1) It is bounded, rather than bisected, by major thoroughfares or other substantial land use or nature barriers to pedestrian traffic.

(2) It is usually not over a mile in extent in any direction.

(3) It contains, normally, a minimum of five hundred families.

(d) The following principles and standards are intended to serve as a general guide in determining the residential facilities for which sites normally will be required:

(1) An elementary school site of approximately ten acres will be required for each seven hundred and fifty families more or less, required to be served by such school. Such school site shall be central to the population to be served and shall not be located on a major thoroughfare.

(2) A site of approximately one to two acres including offstreet parking and landscaping will normally be required for a micro-commercial center to serve a population of about seven hundred and fifty families.

Sec. 8-1716. Park and recreation facilities.

(a) The subdivider shall dedicate a portion of the land in the subdivision, or pay a fee in lieu of such dedication equivalent in value to such land, or provide a combination of such dedication and payment, for park and recreational purposes, in accordance with the following definite standards:

(1) The amount of land and/or fee required shall be determined by the application of the following formula:

DENSITY FORMULA

Gross Density of the Subdivision	Square feet of park land required per dwelling unit
Under 6.5 Dwelling Units per gross acre	579
6.5-10.9 Dwelling Units per gross acre	460
11.0-14.9 Dwelling Units per gross acre	380
15.0-18.9 Dwelling Units per gross acre	310
19.0-22.9 Dwelling Units per gross acre	260
23.0-26.9 Dwelling Units per gross acre	220
27.0-34.9 Dwelling Units per gross acre	200
35 or more Dwelling Units per gross acre	175

(2) The basis for determining the total number of dwelling units shall be either (i) the actual number of developable lots permitted in the subdivision, or (ii) the number of dwelling units permitted pursuant to the zoning ordinance, or (iii) the number of dwelling units permitted pursuant to the general plan. The planning commission shall, at the time of the tentative map approval, determine the basis which will be most appropriate to the proposed subdivision and development at the time the final map is filed for approval. A final calculation of the total number of dwelling units to be used for determining the amount of park land required shall be made by the planning and community development director at the time the final map is filed for approval.

(3) Where a fee is required to be paid in lieu of land dedication, the amount of such fee shall be based upon the fair market value of the amount of land which would otherwise be required to be dedicated. Fair market value shall be determined as of the time of filing the final map in accordance with the following:

(i) The fair market value as determined by the city council based upon an appraisal of the property by a qualified real estate appraiser retained by the city; or

(ii) If the subdivider objects to such evaluation he may, at his expense, obtain another appraisal of the property by a qualified real estate appraiser approved by the city, which appraisal may be accepted by the city council if found reasonable; or

(iii) The fair market value as determined by the city council based upon the most recent assessed value, modified to equal market value in accordance with current practice of the county assessor where the estimated in lieu fee to be paid is less than four times the estimated cost of an appraisal prepared by a qualified real estate appraiser, or

(iv) The fair market value as determined by city council based on a recommendation of the city engineer with concurrence of the subdivider in those instances where the amount of the estimated in lieu fee is less than four times the estimated cost of an appraisal by a qualified real estate appraiser. (Amended, Ord. 853)

(b) Where private open space for park and recreational purposes is provided in a proposed subdivision and such space is to be privately owned and maintained by the future residents of the subdivision, such areas shall be credited against the requirement of dedication for park and recreational purposes, or the payment of the fees in lieu thereof, as set forth in this section. Such credit shall be allowed up to a maximum of 23 per cent of the total dedication or in-lieu payment required under this chapter; provided, however, that the planning commission may authorize credit for up to 46% of the total dedication or in-lieu payment required under this chapter in cases where it finds that the park area being provided will fulfill the neighborhood park needs of the subdivision taking into consideration such factors as:

(1) Location, size, configuration, and accessibility of the park space in relation to the neighborhood and community park needs of the subdivision and the surrounding area.

(2) The location of schools, other parks and open spaces and facilities in the area.

(3) The desirable location of parks as reflected on the general plan.

(c) Notwithstanding the preceding subsection (b), credit for such private open space against the dedication of park area required by this chapter shall be allowed only if the following standards are met:

(1) That yards, court areas, setbacks and other open areas required to be maintained by the zoning and building regulations or policies of the city shall not be included in the computation of such public open space; and

(2) That the private ownership and maintenance of the open space is adequately provided for by written agreement; and

(3) That the use of the private open space is restricted for park and recreational purposes by recorded covenants which run with the land in favor of the future owners of property within the tract and which cannot be defeated or eliminated without the consent of the city council; and

(4) That the proposed private open space is reasonably adapted for use for park and recreational purposes, taking into consideration such factors as size, shape, topography, geology, access, and location of the private open space land; and

(5) That the facilities proposed for the open space are in substantial accordance with the provisions of the recreational element of the general plan, and are approved by the planning commission; and

(6) That the private open space does not form the basis for allowing an increase in density in the project; and

(7) That the private open space contain at least 10,000 square feet with an average minimum dimension of at least 100 feet and an absolute minimum dimension of at least 50 feet.

(d) The procedure for determining whether the subdivider is to dedicate land, pay a fee, or both, shall be as follows:

(1) At the time of filing a tentative map for approval, the owner of the property shall, as a part of such filing, indicate whether he desires to dedicate property for park and recreational purposes, or whether he desires to pay a fee in lieu thereof. If he desires to dedicate land for this purpose, he shall designate the area thereof on the tentative tract map as submitted.

(2) At the time of the tentative tract map approval, the planning commission shall determine as a part of such approval, whether to require a dedication of land within the subdivision, payment of a fee in lieu thereof, or a combination of both.

(3) Where dedication is required it shall be accompanied in accordance with the provisions of the Map Act. Where fees are required the same shall be deposited with the city prior to the approval the final tract map. Open space covenants for private park or recreational facilities shall be submitted to the city prior to approval of the final tract map and shall be recorded contemporaneously with the final tract map.

Whether the planning commission accepts land dedication or elects to require payment of a fee in lieu thereof, or a combination of both, shall be determined by consideration of the following:

(i) Recreational element of the city's general plan; and

(ii) Topography, geology, access and location of land in the subdivision available for dedication; and

(iii) Size and shape of the subdivision and land available for dedication.

On residential subdivisions involving fifty lots or less, including but not limited to minor subdivisions and parcel map divisions of land, only the payment of fees shall be required; provided, that the subdivider and city may agree to the dedication of land or a combination of dedication and fee payment.

(e) At the time the final tract map is approved the city council shall designate the specific or conditional time when development of the park and recreational facilities shall be commenced.

(f) The land and fees received under this ordinance shall be used only for the purpose of providing park and recreational facilities to serve the subdivision for which received and the location of the land and amount of fees shall bear a reasonable relationship to the use of the park and recreational facilities by the future inhabitants of the subdivision.

Sec. 8-1717. (Repealed by Ordinance No. 781.)

Sec. 8-1718. (Repealed by Ordinance No. 781.)

Sec. 8-1719. Nonresidential subdivisions — Conformance to General Plan.

The street and lot layout of a nonresidential subdivision shall be appropriate to the land use for which the subdivision is proposed, and shall conform to the proposed land use and standards established in the General Plan and Zoning Ordinance.

Sec. 8-1720. Same — Types of nonresidential subdivisions.

Nonresidential subdivisions shall include industrial tracts, and may include neighborhood, community and central business district commercial tracts.

Sec. 8-1721. Same — Principles and standards.

In addition to the principles and standards in this chapter which are appropriate to the planning of all subdivisions, the subdivider of a nonresidential subdivision shall demonstrate to the satisfaction of the commission that the street, parcel and block pattern proposed is specifically adapted to the uses anticipated and takes into account other uses in the vicinity. The following principles and standards shall be observed:

(1) Proposed industrial parcels shall be suitable in area and dimensions to the types of industrial development anticipated.

(2) Street rights-of-way and pavement shall be adequate to accommodate the type and volume of traffic anticipated to be generated thereon.

(3) Special requirements may be imposed by the city with respect to street, curb, gutter and sidewalk design and construction.

(4) Special requirements may be imposed by the city with respect to the installation of public utilities, including water, sewer and storm water drainage.

(5) Every effort shall be made to protect adjacent residential areas from potential nuisance from the proposed nonresidential subdivisions, including the provision of extra depth in parcels backing up on existing or potential residential development and provisions for a permanently landscaped buffer strip when necessary.

(6) Streets carrying nonresidential traffic, especially truck traffic, shall not normally be extended to the boundaries of adjacent existing or potential residential areas, or connected to streets intended for predominantly residential traffic.

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RESOLUTION NO. 1799

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF FREMONT ESTABLISHING
POLICY IN CONNECTION WITH REQUESTS FOR FINANCIAL ASSISTANCE TO
CIVIC OR CHARITABLE ORGANIZATIONS WITHIN THE CITY CARRYING FORTH
CIVIC IMPROVEMENT PROJECTS UPON PUBLIC PARKS OF THE CITY.**

WHEREAS, it is the desire of the City Council of the City of Fremont to encourage and assist various civic or charitable organizations within the City of Fremont in the development of Community projects and programs upon the public parks of the city that contribute to the betterment of the Community; and

WHEREAS, the cooperation and participation by individuals and groups in civic projects builds pride and a feeling of accomplishment on the part of the individuals participating; and

WHEREAS, the strength of this Community, State, and Nation depends upon the cooperative spirit of citizens working together to build, maintain and achieve worthwhile community programs and projects; and

WHEREAS, the contributions, both financial as well as in service and in kind by individual citizens of the Community tend to reduce the requirement for government to finance and support all programs;

NOW THEREFORE, BE IT RESOLVED, that the following is the policy of the City of Fremont:

- 1. To assist such individuals or groups to the extent possible consistent with available financial resources.**
- 2. Requests for such assistance will be considered annually by the City Council of the City of Fremont at and in connection with considerations on the budget for the next fiscal year.**
- 3. All requests for such assistance must be in writing and submitted to the office of the City Clerk by the 30th of March preceding the year for which assistance is requested. Such requests will include estimated starting and completion dates for proposed projects.**
- 4. Consideration of such requests will be limited to individuals or organizations residing or having a place of operation within the City of Fremont.**
- 5. The extent of financial participation by the City will be determined annually in light of the requirements and demands placed upon the City for provision of all municipal services.**

6. Funds allocated by the City Council shall be used only to match funds or materials provided by the groups or individuals.
7. All funds that are encumbered and not used by the end of the fiscal year shall revert to the General Fund unless as otherwise provided by City Council.
8. All projects involving the use of real property of the City of Fremont must conform to existing official plans or have prior approval by the city before submittal of request for financial assistance.

ADOPTED October 25, 1966 by the City Council of the City

of Fremont, by the following vote, to wit:

AYES: Councilmen Block, Rhodes, Steel, van Doorn, Dillon

NOES: None

ABSENT: None

Ronald F. Kille

ATTEST:

[Signature]
City Clerk

11 OCT 27 1966

[Signature]
City Clerk

U.C. BERKELEY LIBRARIES



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